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Mid-term review of the fifth cycle programme for global and interregional programmes

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION AND A PERSPECTIVE ON GLOBAL AND AND INTERREGIONAL PROGRAMMES	1 - 6	2
II.	THE FIFTH CYCLE PROGRAMME	7 - 29	3
	A. HIV and development	14	4
	B. Health research and development	15 - 18	5
	C. Water and sanitation	19	6
	D. Urban management	20	6
	E. Debt management	21	7
	F. Energy	22	7
	G. Environment and sustainable agriculture	23 - 25	7
	H. Innovative pilot programmes	26	8
	I. Collaboration and execution	27	8
	J. Internal collaboration	28 - 29	9
III.	THE RELEVANCE OF THE GLOBAL AND INTERREGIONAL PROGRAMMES TO SUSTAINABLE HUMAN DEVELOPMENT	30 - 32	9
IV.	SUMMARY OF THE MID-TERM REVIEW AND OBSERVATIONS ON THE EXPERIENCE GAINED AND FUTURE RELEVANCE OF GLOBAL AND INTERREGIONAL PROGRAMMES	33 - 37	10

Annexes

I.	FINANCIAL SUMMARY	12
II.	LIST OF FIFTH CYCLE GLOBAL AND INTERREGIONAL PROJECTS	15
III.	MAJOR CO-SPONSORED ACTIVITIES	17

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I. INTRODUCTION AND A PERSPECTIVE ON GLOBAL AND INTERREGIONAL PROGRAMMES

1. The present document reports on the mid-term review of the fifth cycle of global and interregional programmes, which were planned and initiated by the Division of Global and Interregional Programmes (DGIP). Under the UNDP reorganization plan described in document DP/1994/39, DGIP was eliminated. Thereafter, most of the global and some interregional projects were assigned to the new Science, Technology and Private Sector Division (STAPSD), while other interregional projects were transferred to a number of other units within UNDP. The review focused on the progress made on each project without regard to the administrative unit assigned to implement it.

2. The mid-term review was held during the period 17 April 1995 to 18 May 1995. A team of internal and external evaluators interviewed several of the current staff STAPSD; reviewed summaries of all global and interregional programme files, including programmes that were initiated in the fifth cycle as well as those carried forward from the fourth cycle; examined tripartite and external project reports and other pertinent documentation; consulted UNDP staff from the Regional Bureau for Asia and the Pacific, the Regional Bureau for Latin American and the Caribbean, the Regional Bureau for Africa and Bureau for Policy and Programme Support; contacted executing agencies for global and interregional projects; interviewed multilateral and bilateral agencies (the Governments of the Netherlands and Norway and the Food and Agriculture Organization of the United Nations (FAO)); and visited two countries (Kenya and the Philippines) and two collaborating agencies (the World Bank and the World Health Organization (WHO)) involved in the execution and implementation of fifth cycle projects. The review concentrated on general strategy, relevance to UNDP-mandated priorities, progress, achievements, efficiency and focus. Although the emphasis was on projects of four years or longer in duration, selected projects of shorter duration were considered as well. Looking forward, the review also attempted to identify principles, concepts, strategies and tactics that may be useful for implementing Executive Board decision 94/14 on the future of UNDP.

3. The mid-term review was undertaken at a time when UNDP is restructuring, renewing and refocusing its overall programme. The global and interregional programmes, embodying a unique approach within UNDP and possibly within the United Nations system, have provided UNDP with a mechanism with which to focus on highly critical sectoral or intersectoral problems, the solutions to which are beyond the reach of a single country or even a region. Global and interregional programmes have been catalysts for the melding of the intellectual and financial resources of countries from the South and from the North to collaborate to solve problems. The fifth cycle programme has undoubtedly benefited from the legacy of co-sponsorships, professional contacts, experiences, prior successes and recognition it inherited from previous UNDP cycles.

4. The global and interregional programmes enjoyed substantial flexibility within the five-year programme and budgets approved by the Governing Council. Operating within UNDP policies and procedures, there was substantial freedom to promote innovation, entrepreneurship and novel partnerships and collaborations with countries, institutions, non-governmental organizations (NGOs), bilateral and multilateral assistance organizations and United Nations agencies.

5. The global and interregional programmes are highly leveraged with contributions from other stakeholders. A modest contribution to a given venture was often greatly extended by financial contributions from the other partners.

6. Since their inception, global and interregional programmes have received strong support. Resources allocated to the programmes have grown

significantly in each of the UNDP programming cycles, increasing from $37.9 million in the 1972-1976 period, to $125 million in the 1992-1996 period. The rate of increase is almost double the rate at which the organization's total programme funds increased, suggesting that Governments consider global and interregional programmes to be highly productive activities.

II. THE FIFTH CYCLE PROGRAMME

7. The fifth cycle indicative planning figures (IPFs) for the global and interregional programmes were originally established at $112 million and $67 million, respectively, but were reduced by 30 per cent in 1993, due to the organizations's overall resource constraints (see annex I). Because almost all interregional and global programmes are phased over a relative long period of time, generally from three to five years, and many were formulated in 1991 and 1992, the 1993 budget reduction has resulted in severe operational constraints. By the use of cost-cutting measures and the elimination of any new programming, it is hoped that global and interregional programmes will be within their reduced IPF entitlements. The global programme is devoted to research. Sustainable agriculture received approximately two thirds of the global IPF, and health one third (see annex II). Projects in those areas are often long term (at least five years and often renewed) because of the inherent long-term nature of biological research. The two areas, basic health and staple food, are acknowledged as fundamental building blocks for poverty alleviation. It was found that the global programme still needed to focus and leverage its research, since both needs and opportunities greatly exceeded its resources.

8. Interregional projects are often more applied in nature than are global research projects, and thus frequently linked to specific countries, UNDP regional bureaux, other bilateral and multilateral donors, regional projects, etc. Both global and interregional programmes demonstrate a deliberate emphasis on one or more of the six areas of focus approved by the Governing Council for the fifth cycle in decision 90/34 (poverty eradication and grass-roots participation; technology transfer and adaptation; women in development; technical cooperation among developing countries (TCDC); management development; and environment and natural resource management).

9. While it is still too early to measure either impact or sustainability for projects and activities that began in the fifth cycle, some assessment of their efficiency, effectiveness and relevance is possible. In the case of fifth cycle projects that built on earlier global and interregional projects, the situation may be different. Given the collaborative nature of many of the programmes and projects, however, it may be difficult and indeed even counter-productive to the spirit of partnership, to focus too narrowly on the contribution of UNDP alone, at the risk of minimizing the role of other collaborators or of pre-existing infrastructure, institutions, and human resources. Some fifth cycle programmes that may merit particular attention because of their apparent relevance, effectiveness and potential for substantial (or demonstrated) impact, sustainability, and capacity-building, include the programmes for water and sanitation, HIV and development, the International Network for Genetic Evaluation of Rice, Tilapia improvement, tropical disease research and the control of diarrhoeal and acute respiratory diseases.

10. The mid-term review team appreciates that careful judgment must be exercised in global and interregional programmes in both the selection of new activities and in timely termination of ongoing projects. On the one hand, the programmes were given a degree flexibility by the Governing Council and management and are expected to respond to urgent situations in a responsible manner. On the other hand, a proliferation of projects of limited scope and potential is an ever-present danger. The review noted that a number of promising initiatives not anticipated in the original fifth cycle programme were subsequently included and others were dramatically expanded, including

the Children's Vaccine Initiative (CVI), the International Vaccine Institute (IVI), HIV and Development, Global Environment Facility (GEF) research projects and electoral assistance.

11. There were 26 new interregional projects in the fifth cycle, compared with 48 new projects in the fourth cycle. While this reduction may reflect a better-focused programme in the fifth cycle, other important factors must be considered, including the degree to which each sector, topic or project received sufficient financial resources, professional staffing and collaboration from essential complementary agencies, activities and programme countries. Synergies between individual projects can also be important. The fact that, in most cases, both global and interregional programmes have a number of co-sponsors suggests that most individual projects enjoyed a "critical mass" and were not constrained severely by insufficient support or working in isolation.

12. The global and interregional programmes have responded effectively to requests arising from programme countries and other sources by acting as catalysts for collaborative activities to pursue internationally agreed goals and critical country-based issues. Effective responses frequently included:

(a) Mobilizing specialized and multisectoral knowledge and technologies;

(b) Obtaining additional external financial resources;

(c) Establishing free-standing international bodies to facilitate collaboration, implementation and information dissemination;

(d) Serving as a neutral sponsor or co-sponsor for the undertaking.

13. The best known example of those collaborative activities is the Consultative Group on International Agriculture Research (CGIAR). There are many more examples, however, including the UNDP/World Bank Water and Sanitation Programme, the UNDP/World Bank/WHO Special Programme for Research and Training in Tropical Diseases, the Study of International Fisheries Research (SIFR), the Energy Sector Management Assistance Programme (ESMAP) and the Consultative Group on Locust Research (CGLR). Those initiatives have given UNDP a profile and expertise on international and global issues that are distinct from the organization's traditional country-based programmes.

A. HIV and development

14. The HIV and Development Programme has responded to opportunities to assist the UNDP regional bureaux, partner agencies and NGOs to structure their HIV programmes. The programme strongly advocated that the social and cultural dimensions of the global HIV epidemic must be addressed in the development process and has assisted in broadening the world's perspective on HIV. Other programmes on viral research and epidemiology are complemented by the HIV and Development Programme emphasis on cultural, social, and human behaviour issues. The global HIV effort is thus emerging as a multisectoral and multidisciplinary attack on the epidemic. For example, UNDP is collaborating with African NGOs and government organizations in creating people-focused initiatives that examine the impact of HIV/AIDS on individuals, families and communities. The mid-term review team was impressed with the global programme's active assistance to groups such as Women Fighting AIDS in Kenya (WOFAK), a network of women living with HIV. UNDP is helping those women and their families to cope with the social stigma of the disease as they attempt to live normal and productive lives. During a site visit, the review team noted that the UNDP assistance was highly appreciated by the Kenyan women. The programme also helped regional bureaux to plan and restructure regional networks to conceptualize the HIV/AIDS epidemic's impact on the social dimensions of development. The African Network, the Asia and Pacific Network and the Latin American and Caribbean Network are helping to shape regional and

country responses in the areas of ethics, law, human rights and HIV/AIDS. The mid-term review team was aware that the Joint and Co-Sponsored Programme on AIDS had been established, and expects that the UNDP efforts in the area of HIV/AIDS will contribute to insight into the new endeavour.

B. Health research and development

15. The global and interregional programme has been a co-sponsor and financial supporter of the UNDP/World Bank/WHO Special Programme for Research and Training in Tropical Diseases Research; the UNDP/United Nations Population Fund (UNFPA)/United Nations Children's Fund (UNICEF)/World Bank/WHO Programme for the Control of Diarrhoeal and Acute Respiratory Diseases; and the UNDP/UNFPA/World Bank/WHO Special Programme on Research, Development and Research Training in Human Reproduction, all headquartered at WHO in Geneva. All of the programmes promote the application of research and development in varying degrees. Research has been directed at problems encountered in disease control or with respect to human reproduction, ranging from biomedical to operational research, including research in the social sciences. Research efforts have resulted in measurable improvements of control of diseases, with a significant impact on people's health. Because they are most at risk, poor people are likely to be the largest group of beneficiaries. All three programmes involved a heavy emphasis on research capacity-building through training and institution-strengthening activities in the programme countries.

16. Vaccines are one of the most powerful tools against disease. Global programmes have supported the UNDP/WHO Vaccine Development Programme since its inception in 1986. This programme is now part of the Global Programme on Vaccines (GPV), which also includes the former Expanded Programme on Immunization (EPI) and Vaccine Supply and Quality. The use of vaccines on a global scale has led to the eradication of smallpox, the approaching eradication of polio, the elimination of measles in some parts of the world and dramatic reductions in morbidity and mortality from other communicable diseases. There is tremendous scope, however, for further research efforts to improve existing vaccines and develop new ones (e.g., against malaria, shigella dysentery and pneumonia). Collaboration with private industry is indispensable, because vaccine development is an immensely costly undertaking, which cannot be handled by the public sector alone. Conversely, since industry cannot be assumed to be motivated to invest large sums of money in the development of vaccines for markets that do not offer a reasonable financial return, there remains an important role for public financing. In this interplay, UNDP has joined with WHO, in assuming a leadership role. UNDP not only supports the vaccine research and development component of the WHO GPV, but has also played an initiating role in the establishment of CVI, following the World Summit for Children in 1991, and, recently, of IVI, in Seoul, the Republic of Korea, as a part of CVI. CVI plays primarily an advocacy and fund-raising role in the attempt to develop new and improved vaccines and is a coalition of many partners (UNDP, WHO, UNICEF, the World Bank, the Rockefeller Foundation, bilateral donors and the private sector). It develops strategies, determines what resources are needed and encourages collaboration. It was not entirely clear to the mid-term review team to what extent CVI has led to the availability of financial resources which otherwise would not have become available. In addition, CVI should guard against overlap and duplication with the WHO GPV, and continued collaboration with WHO on all vaccine development and is encouraged.

17. Another example of the development of new partnerships which focus on innovative aspects of human development is the creation, through the interregional programme, of the Partnership for Child Development. The Partnership, which was initiated in 1992 by UNDP and the Rockefeller Foundation, is one of the first international efforts to institute school-based interventions to deliver drugs that eliminate parasitic worm infections and to provide micronutrients to school-age children. With a UNDP input of $400,000, the effort is currently being tested on a pilot basis in six countries (Columbia, Ghana, India, Indonesia, the United Republic of

Tanzania and Viet Nam). The UNDP financial contribution has been matched by $5.5 million from collaborating institutions, including the Edna McConnell Clark Foundation, the Rockefeller Foundation, the James S. McDonnell Foundation, the Overseas Development Administration (United Kingdom), and the International Development Research Center by additional financial inputs at the country level from UNICEF. Early findings on the basis of the test activities indicate that the Partnership is a programme which could and should be brought to scale in many countries.

18. While acknowledging the significance of the inputs of global and interregional programmes in the health sector in general and the global programme's participation in WHO programmes in particular, the mid-term review raised concerns that the emphasis was biased in favour of technical, disease-oriented programmes. In the late 1980s, support was provided for the International Commission on Health Research for Development and subsequently for its successor, the Council on Health Research and Development. The Commission's emphasis on the need for essential national health research calls for the development and strengthening of health/systems research. The mid-term review team encourages increased attention by UNDP to that aspect of health research, including the development of social science expertise.

C. Water and sanitation

19. UNDP acted as the coordinating agency for United Nations activities undertaken during the International Drinking Water Supply and Sanitation Decade, 1980-1990. During that period, the UNDP/World Bank Water and Sanitation Programme was initiated; it has now been extended to 40 countries. Operating on a decentralized basis, five regional teams assist countries in the development of policy in the sector, which, in turn, may lead to country-wide coverage. Over the past 10 years, the work of the programme has resulted in follow-up investments in excess of $4 billion, targeted to reach more than 100 million people, primarily the poor. The Water and Sanitation Programme currently has an annual budget of $12 million from 15 donors, with regional offices in Bolivia, Côte d'Ivoire, India, Indonesia and Kenya. The programme has significantly contributed to a multilateral bank loan policy on water and sanitation.

D. Urban management

20. The Urban Management Programme (UMP) is a large interregional project with regional offices in Quito (Ecuador), Cairo (Egypt), Accra (Ghana) and Kuala Lumpur (Malaysia). It represents a unique mechanism for mobilizing national, regional and international support and expertise for capacity-building and research programmes in developing countries. The five principal themes (urban management, finance/administration, infrastructure management, management of the environment, land management and alleviation of urban poverty) are broad, and country requests for services exceed the project's capacity and budget. The UNDP interregional programme was strengthened by Germany, the Netherlands, Sweden and Switzerland in the provision of core funding. The budget for the five-year period is $25 million. The programme is decentralized and demand-driven with regard to designing country and regional activities. Activities are planned at the city, country, regional and global levels. Environmental profiles have been prepared for Sao Paulo (Brazil), Tianjuin (China), Accra (Ghana), Jakarta (Indonesia), Katowice (Poland) and Tunis (Tunisia). UNDP interregional support has also contributed to the development of the Sustainable Cities Programme. Support has been provided for activities aimed at strengthening local government capacities for planning, implementing and managing urban development programmes. Land infrastructure activities have been undertaken in Dhaka and Chittagong (Bangladesh), urban land management in Recife/Curitiba (Brazil), land information systems and property taxes in the Punjab (India), garbage collection and disposal in Mali, land management and municipal finance

activities in Lagos (Nigeria), and land information database activities in Singapore.

E. Debt management

21. The Debt Management Programme is a collaboration between UNDP, the United Nations Conference on Trade and Development (UNCTAD) and the World Bank. Each institution makes unique contributions to the management of this complex issue. There is a demand in many countries for technical cooperation in the management of external resources. Two subregional projects have been launched for 12 countries in Eastern and Southern Africa and for 3 Baltic States. In 1993, the central banks of 12 Eastern and Southern African States, supported by their Ministries of Finance, launched initiatives to upgrade significantly the management of their external debt and resources. Those programmes of advice, training and networking were financed by the countries themselves. The Debt Management Programme comprises country needs assessments, preparation of regional and subregional projects for training, advice and networking among country debt managers, as well as the development of software for debt data management. Those activities form the core of the UNDP initiatives in the interregional programme to strengthen the debt management capacities of developing countries. The programme links several indebted countries with similar portfolios to manage. The exchange of experiences is a useful vehicle for the transfer of information, management and negotiation skills.

F. Energy

22. UNDP and the World Bank continue to co-sponsor ESMAP, which is supported by modest funding from interregional IPF resources and some national IPF resources. In accordance with the recommendations of a high-level commission established in 1990 at the initiative of UNDP, a Consultative Group on Energy Assistance was formed and an external Technical Advisory Group was assembled. Those bodies have helped the new ESMAP management group to focus the ESMAP programmes on assisting countries in the preparation of energy assessments and strategies and in designing, implementing and funding significant follow-up activities. While financial constraints limited funding from the interregional programme, the guidelines agreed to by the two sponsors and the Consultative Group are being followed in responding to the needs of developing countries in Africa, Asia, Eastern Europe and Latin America. Since the beginning of the fifth cycle, some 42 country-specific and 4 global activities have been concluded by ESMAP.

G. Environmental and sustainable agriculture

23. During the fourth cycle, in conjunction with the World Resources Institute and a small group of bilateral donors and private foundations, interregional programmes contributed to the early research and planning which led to the establishment of GEF. Much of the planning for GEF was documented in a UNDP-financed report entitled "Natural endowments: financing resource conservation for development", which proposed the creation of an international environmental facility for conservation financing. Subsequently, GEF was established, and during the fifth cycle, the global programme suggested a number of projects for consideration for GEF funding, six of which have received financial resources from GEF. Research on such critical issues as methane emissions from flooded rice soils, with sites in China, India, Indonesia, the Philippines and Thailand; alternatives to slash and burn subsistence agriculture, with sites in Brazil, Cameroon, Indonesia; and monitoring of greenhouse gases at selected sites in Algeria, Argentina, Brazil, China, Kenya and Indonesia, were thereby introduced to the GEF programme. Thus, the mid-term review found that global GEF projects focus on issues that are critical and of common interest to many countries. They attract country co-financing, and encourage countries to develop policies, programmes and institutional capacity on critical environmental topics.

24. The global programme on food and agriculture in the fifth cycle emphasizes the development of environmentally acceptable sustainable technology for staple food crops. Examples include projects on integrated pest management (IPM) for cassava-growing in Latin America and West Africa; biological nitrogen fixation and IPM for rice-growing in Asia; tsetse traps using biological attractants as bait in Africa; the identification and use of natural products that interfere with the maturation of desert locusts; breeding insect pest resistance into tropical maize and wheat in Latin America; and breeding for plant disease resistance (Black Sigatoka) in plantains and bananas for local consumption and global exploitation. The projects all seek economical and effective alternatives to commercial chemicals (insecticides, fungicides and nitrogen fertilizer), in order to protect the health of farm families, prevent environmental degradation and provide a measure of crop protection to farmers who do not have access to or cannot afford commercial products. Other approaches to the development of environmentally acceptable technology that are especially appropriate for resource-poor farmers, men or women, include the breeding of fast-growing tropical fish (Tilapia), which have a 100 per cent greater growth rate and 50 per cent better survival rate than current local stock; a new and improved tropical rice plant which may prove to be the prototype for future rice varieties that will require fewer pesticides and offer better yields and grain quality; and the breeding of tropical wheat, maize and sorghum that are particularly well suited to resource-poor farmers with marginal soils in less favourable agricultural climates.

25. Time did not permit the assessment of the utilization of research results by the cooperating countries. The review team was aware, however, of independent studies that have associated the rice research network supported by UNDP with the remarkable global increase in rice production. Although it is too early to determine the utilization at the country level of the research results of other projects that began with the fifth cycle, it is urged that such assessments be made in the future.

H. Innovative pilot programmes

26. The interregional projects on strengthening electoral administration in developing countries, privatization, and a computer-mediated communications and information network (the Sustainable Development Network Programme (SDNP)) are examples of projects with modest budgets but the potential to make a great impact in the participating developing countries. While the contribution of each project is not decisive on a global scale, each project may add a critical dimension in certain developing countries. For example, it was noted that the interregional electoral administration project was conceived in response to a recent interest by many developing countries, and was deliberately structured to facilitate the availability of the services from the Electoral Assistance Division of the United Nations Secretariat. Certain UNDP field offices also were major contributors to the initiative. Similarly, SDNP and the United Nations Environment Programme's computer networking programme have recently agreed to collaborate in delivering and exchanging important data on sustainable development and the environment on a global basis. SDNP currently operates in 20 developing countries, serving Governments, NGOs and the private and academic sectors. The future joint network should assist developing countries to gain access to computer data on sustainable development.

I. Collaboration and execution

27. The execution and implementation of global and interregional programmes involved a group of executing and implementing agencies and countries, including the United Nations Office for Project Services (UNOPS); the World Bank, WHO, FAO and other specialized United Nations agencies; CGIAR institutes; many developing countries; and selected advanced laboratories in both the North and the South. Most of the global health research is executed

by WHO. Agricultural research is executed by either UNOPS or the World Bank and is implemented by International Agricultural Research Institutes (most of which participate in CGIAR), and often in close collaboration with specific programme countries and a select number of advanced laboratories. All health and agricultural projects are reviewed by external teams of scientists and management specialists. In addition, UNOPS sends annual external review missions to CGIAR institutes and collaborating institutes in the programme countries. Annual work plans and budgets are required and must reflect both research progress to date and the recommendations of the external review panel before payment is authorized. Annex III lists 16 major co-sponsors of global and interregional programmes.

J. Internal collaboration

28. Global and interregional programmes appear to have been better recognized and appreciated by the Governing Council and by external co-sponsors than by units within UNDP. The panel noted that the UNDP regional bureaux and country offices often had less than the desired level of knowledge about most global and interregional activities. Nevertheless, exceptions to this general statement indicate the future potential to expedite global research and facilitate the use of the results of that research by countries. Improved collaboration within UNDP should enhance the "value-added" component of UNDP financing of global research and interregional activities. The mid-term review team was not able to clearly identify why there was not better collaboration within UNDP in carrying out the research and development activities in the field. One possible reason may have to do with the system of communication as well as the overall working relations between the different bureaux. The Bureau for Programme and Policy Support ought to pay special attention to this.

29. There was also some concern that regional bureaux and country programmes may not be using effectively the improved products and processes resulting from the global research programmes in their development projects. The relatively small proportion of UNDP resources (2 to 4 per cent of total IPF) being implemented through global and interregional programmes may be a factor, as well as the differences in modes of operation in planning and implementing projects. Likewise, the lack of ownership of global and interregional projects by any single country or region may be involved. In any case, there appear to be stronger collaborative ties outside UNDP than internally. This situation should be examined by UNDP to determine what steps could be taken to improve active cooperation among UNDP units concerned with either the creation or use of new and improved technologies, processes and practices.

III. THE RELEVANCE OF GLOBAL AND INTERREGIONAL PROGRAMMES TO SUSTAINABLE HUMAN DEVELOPMENT

30. In its decision 90/34, the Governing Council identified areas of focus for the fifth cycle. The mid-term review noted that, in particular, the goals of the advancement of women, the alleviation of poverty, and the protection/regeneration of the environment were clearly emphasized in fifth cycle global and interregional programmes. The exceptionally high degree of financial leverage employed was critical in mounting a meaningful response to the goals, and the fifth cycle capitalized successfully on the progress and experience of global and interregional programmes in prior cycles. Global research in the areas of health and food is positioned to provide the greatest benefit to the urban poor, the rural landless, women and children.

31. In view of Governing Council decision 90/34 and Executive Board decision 94/14, the means by which global and interregional programmes strive towards their goals merit comment. The programmes are goal-oriented and pragmatic. At the same time, scientific research in such areas as advanced genetics, cell biology and biochemistry are often used to facilitate planning. Where appropriate, in the areas of tropical maize insect resistance and

vaccine development, for example, the private sector is involved. Participatory approaches have been successful in the Water and Sanitation Programme, and the use of research and testing networks linking developing countries together, effective forms of TCDC, is a common strategy in the areas of agriculture and health. Thus, the International Network for the Genetic Evaluation of Rice (INGER), initiated with UNDP support, is seen by developing countries in Asia as the single most important activity involving the International Rice Research Institute. Gender concerns were addressed through several approaches, including through the programmes for the reduction of maternal mortality, HIV and development, water and sanitation, and special training for African women in integrated pest management.

32. Because sustainable human development is people-centred, one important aspect for measuring the impact of the programmes is the number of people affected. For instance, hundreds of millions of people are better off because of the high-yield varieties of rice, wheat and other staple crops developed by the international agricultural research centres and supported in part by UNDP global programmes. Sector policy work in the field of water and sanitation, together with capacity-building and investment programme preparation supported by the interregional programme, will benefit at least 100 million people over the next 10 years. Vaccines, drugs, diagnostic tests and vector-control techniques, also developed with support from global programmes, find their way into national primary health care programmes and have potentially benefited millions of people. Thousands of scientists and other specialists from programme countries, trained with the support of the global and interregional programmes, contribute to long-term capacity-building efforts in those countries.

IV. SUMMARY OF THE MID-TERM REVIEW AND OBSERVATIONS ON EXPERIENCE GAINED AND THE FUTURE RELEVANCE OF GLOBAL AND INTERREGIONAL PROGRAMMES

33. It was concluded that global and interregional programmes in the fifth cycle reflected the spirit and substance described in the initial programme document (DP/INT/GLO/2, dated 12 December 1991) and appeared to be making good progress. Global and interregional programmes also seemed to enjoy extensive collaboration with bilateral and multilateral assistance agencies and private foundations. There was a major focus on sustainable human development in both global research activities and interregional programmes, through goals such as health, staple foods, environmentally appropriate technology, community-based water and sanitation, HIV prevention, urban management and development, trade expansion and electoral assistance. Major programme themes included the advancement of women, a focus on urban and rural landless poor, popular participation, capacity-building, TCDC and job creation. In general, the overall directions for UNDP activities contained in Governing Council decision 90/34 and Executive Board decision 94/14 are reflected in fifth cycle global and interregional programmes.

34. The mid-term review saw no reason to recommend that any of the ongoing research projects be terminated prematurely, since both the content (sustainable human development) and execution appear to be appropriate and satisfactory. Indeed, the review was concerned that certain very promising global and interregional projects have been adversely affected by the 30 per cent reduction of IPF entitlements in the fifth cycle.

35. Several of the principles and strategies that appear to have been important to recent successes in global and interregional programmes are summarized below:

(a) In the areas of health, water and sanitation, urban development, sustainable food production, energy, fisheries, etc, there was a pattern of responding to an urgent common need of several programme countries by

mobilizing financial and professional resources in a collaborative endeavour with partner external support agencies;

(b) Steps were taken to increase the focus of the programmes on issues of global and/or interregional concern where UNDP and its partners had a comparative advantage;

(c) Because of the heavy reliance on collaborative arrangements, the IPF (2 to 4 per cent of total UNDP resources) is highly leveraged by joint funding from external sources;

(d) Several programmes are recognized widely as highly successful and are likely to have a major impact in developing countries. The programmes for tropical diseases research, water and sanitation and CGIAR agricultural research and development are examples. In addition, those programmes have contributed to the policies and strategies governing loans or grants by other donors. A $4 billion water and sanitation effort by a major development bank is an example;

(e) In all cases, the long-term major beneficiaries were low-income and disadvantaged members of society, especially women and children, who suffer the most from poverty, hunger, sickness and lack of educational opportunities;

(f) The importance of including the potential beneficiaries in the research, testing, adaption and delivery of technology was recognized. Collaborative networks were often used to ensure active participation;

(g) The staff involved appeared to use considerable innovation in developing concepts and structuring programmes, as in the early stages of planning that led to the establishment of GEF.

36. As discussed in paragraphs 29 and 34 above, it was noted during the mid-term review that the improved products and processes resulting from global research were used more by external institutions than by units within UNDP. UNDP should assess the reasons for this and seek remedies that would increase internal collaboration without compromising the basic portfolios and existing strengths of each partner.

Annex I

I. FINANCIAL SUMMARY

	$	$
A. Resources available for programme period		
IPF a/	124 825 000	
Estimated cost-sharing	42 550 000	
Total		167 375 000
B. Commitments		
Approved programmes/project budgets b/		
Approved and allocated IPF	135 641 000	
Approved and unallocated IPF	-	
Subtotal		135 641 000
Approved and allocated cost-sharing	42 550 000	
Approved and unallocated cost-sharing	-	
Subtotal		42 550 000
Pipeline programmes/projects		
IPF	-	
Cost-sharing	-	
Total		178 191 000
C. Balance of resources available for further programming c/		
IPF		(10 816 000)
Cost-sharing		-
Balance of resources available		(10 816 000)

a/ Inclusive of carry-over or borrowing from the fourth cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau Project Appraisal Committees for which there exist detailed, signed project documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

c/ It is anticipated that through increased cost-sharing contributions, further budgetary reductions and rephasings of approved budgets to the successor programming period, IPF expenditures will not exceed IPF resources available during the programme period.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

Area of concentration	IPF		Cost-sharing		Total		Percentage of total	
	(P)	(A)	(P)	(A)	(P)	(A)	(P)	(A)
Social development	60 000	50 000	20 000	32 000	80 000	82 000	34.5	48.8
Environment and natural resources	83 000	66 000	20 000	9 000	103 000	75 000	44.4	44.6
Public sector management	25 000	9 000	10 000	2 000	35 000	11 000	15.1	6.6
Unprogrammed resources	14 000	-	-	-	14 000	-	6.0	-
Total	182 000	125 000	50 000	43 000	232 000	168 000	100.0	100.0

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

(In United States dollars)

	At time of formulation of programme	At the time of mid-term review
UNDP-administered funds		
Global Environment Facility	15 000 000	20 400 000
Other United Nations resources	-	-
Non-United Nations resources	-	-
Total	15 000 000	20 400 000

Annex II

GLOBAL AND INTERREGIONAL PROJECTS - FIFTH CYCLE

(In thousands of United States dollars)

		Amount
Health		
INT/92/002	International Initiative Against Avoidable Disabilities (IMPACT)	687
INT/92/023	Child development	530
INT/92/024	Environment, health information	136
INT/92/040	Rehabilitation of disabled persons	704
GLO/92/002	Children's health	1 530
GLO/92/003	Reproductive health	1 050
GLO/92/004	Tropical diseases	130 877
GLO/92/005	HIV vaccine development	145
GLO/92/012	Female mortality	115
GLO/92/018	Families views	75
GLO/92/019	Vaccine Institute	625
GLO/92/020	Immunization research	250
GLO/92/025	Vaccine development	5 350
GLO/92/028	Child Vaccine Institute (CVI)	75
GLO/92/029	Child health publications	125
GLO/92/030	Diarrhoeal diseases	4 539
GLO/92/032	Acute respiratory illnesses	3 250
GLO/92/033	EPI research	500
Water and sanitation		
INT/92/001	Water and sanitation	5 500
INT/92/006	Environmental impact on water	68
Environment and sustainable agriculture		
INT/92/014	ESMAP	412
INT/92/017	Life	793
GLO/90/001	Tropical wheat	2 347
GLO/90/002	Biotechnology and crop improvement	5 369
GLO/90/003	Maize genetics	5 946
GLO/90/006	Tsetse and ticks	4 884
GLO/91/001	Rice	7 476
GLO/91/013	Cassava IPM	10 087
GLO/91/014	Maize pest toxins	4 981
GLO/91/016	Potato biotechnology	4 675
GLO/92/001	Slash and burn agriculture	125
GLO/92/015	Cattle field trials	72
GLO/92/016	Shifting agriculture	125
GLO/92/021	Remote sensing	16
GLO/93/002	Ecological research	125
GLO/93/003	Environmental resource methodology	125
Food security		
GLO/90/004	Trypanosomes/cattle	1 818
GLO/90/005	Fertilizer strategy	2 535
GLO/90/016	Farmed Tilapia	4 265
GLO/91/020	Musa testing	4 010
GLO/92/017	Nutrition conference	125
GLO/92/023	African biotechnology	75
GLO/93/004	Animal agriculture	40

Annex II (continued)

		Amount
Public sector management		
INT/92/004	Sustainable development	260
INT/92/005	Urban management	5 599
INT/92/010	International Parliamentarian Union	130
INT/92/013	Urban forum	69
INT/92/021	Collaborative Council	400
INT/92/025	Task force	166
INT/92/027	Human development	100
INT/92/028	Sustainable Development Network	245
GLO/92/024	Azimuths (information awareness)	100
GLO/92/027	Development communication	100
Employment		
INT/92/011	Employment opportunities	375
INT/92/012	Rubberwood industry	400
INT/92/020	Enterprise development	250
INT/92/029	Intellectual property	166
INT/92/038	World maritime	200
Debt Management		
INT/92/026	Debt management	2 173
Education		
INT/92/007	Basic education	150
INT/92/022	Health learning	250
INT/92/031	Educational forum	232
INT/92/043	Basin education	397
GLO/92/031	Education for All	230

Annex III

CO-SPONSORED ACTIVITIES - GLOBAL AND INTERREGIONAL PROGRAMMES

1. Consultative Group on International Agricultural Research (CGIAR): FAO/World Bank/UNDP
2. UNDP/World Bank/WHO Special Programme for Research and Training in Tropical Diseases Research
3. Diarrhoeal Disease Control and Acute Respiratory Infections: World Bank/UNICEF/UNDP/WHO
4. UNDP/World Bank Water and Sanitation Programme
5. Partnership for Child Development: UNDP/Rockefeller Foundation/Clark Foundation/McDonnell Foundation
6. Joint and Co-Sponsored Programme on AIDS: UNDP/UNICEF/WHO/UNESCO/World Bank/UNFPA
7. Maternal Mortality and Morbidity: UNICEF/WHO/UNDP
8. UNDP/World Bank Energy Management Assistance Programme
9. Tuberculosis Control Programme: UNDP/WHO
10. Human Reproduction Programme: WHO/UNFPA/World Bank/UNDP
11. Micronutrient Initiative: International Development Research Centre (IDRC)/Canadian International Development Agency/World Bank/UNICEF/UNDP
12. Strategy for International Fisheries Research (SIFR): World Bank/IDRC/European Community/Norweigan Agency for International Development/World Bank/UNDP
13. Task Force for Child Survival: Rockefeller Foundation/World Bank/WHO/UNICEF/UNDP
14. International Programme for Training and Research in Irrigation and Drainage (IPTRID): World Bank/UNDP
15. International Programme on Debt Management: UNCTAD/World Bank/UNDP
16. Urban Management Programme: UNDP/World Bank/UNCHS
17. International Initiative Against Avoidable Disabilities (IMPACT): WHO/UNDP/UNICEF

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UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Mid-term review of the fourth regional programme for Africa

CONTENTS

		Paragraphs	Page
I.	THE MID-TERM REVIEW PROCESS	1 - 3	3
II.	PROGRAMME ACHIEVEMENTS	4 - 29	3
	A. Focus of the regional programme	4 - 5	3
	B. The changing international and African environment	6 - 8	4
	C. Programme status	9 - 11	5
	D. Programme relevance	12	6
	E. Areas of concentration	13 - 29	6
III.	PROGRAMME MANAGEMENT	30 - 37	11
	A. Management of resources	30	11
	B. Programme approach	31 - 32	11
	C. Linkages between country and regional programmes	33	12
	D. National execution	34	12
	E. Decentralization	35	12

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CONTENTS (continued)

	Paragraphs	Page
F. Resource mobilization	36 - 37	13
IV. KEY CONCLUSIONS AND RECOMMENDATIONS	38 - 46	13
A. Conclusions	38 - 45	13
B. Recommendations	46	14
Annex. Financial summary		16

I. THE MID-TERM REVIEW PROCESS

1. The objectives of the mid-term review of the fourth regional programme were: (a) to review achievements to date; (b) to determine whether the programme remains relevant to national, regional and UNDP-mandated priorities; (c) to assess the impact of the sharp reduction in funding; and (d) to recommend the future direction for the programme. When compared with an impact assessment of a country programme, an impact assessment of a regional programme is complicated by factors such as: (a) the multiplicity of stakeholders; (b) the multi-level nature of the impact of the programme - regional, subregional and national; and (c) less direct contact with the ultimate beneficiaries.

2. The mid-term review issues paper was drafted by a two-person African team, which visited countries with major intergovernmental organizations (IGOs) to hold consultations with representatives of IGOs, UNDP, United Nations executing agencies and civil society. The draft issues paper took into account ongoing considerations, including those of the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF), the System-wide Plan of Action for African economic recovery and development, the Cairo Agenda for Action on Relaunching Africa's Economic and Social Development, adopted in March 1995 by the Council of Ministers of the Organization of African Unity (OAU), and the Global Coalition for Africa. It was reviewed by UNDP and the largest IGOs (e.g., OAU, the African Development Bank (AfDB), the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of West African States and the Economic Commission for Africa (ECA)) and subsequently endorsed by the Regional Bureau for Africa Programme Approval Committee and by the UNDP Programme Review Committee.

3. The mid-term review meeting, held with the above-mentioned organizations in Addis Ababa, Ethiopia, on 29 April 1995, discussed the issues paper and cross-cutting concerns such as the programme's relevance and concentration; the participatory process in programming; the impact of the programme approach; how to further decentralize programme management; how to increase linkages between regional and country programmes; how to promote resource mobilization; and priorities for the next cycle.

II. PROGRAMME ACHIEVEMENTS

A. Focus of the regional programme

4. The goals of the fourth regional programme, which, having been endorsed in November 1991 by the Third Extraordinary Meeting of the ECA Conference of Ministers in Namibia, was approved by the Governing Council at its thirty-ninth session (1992) are: (a) to address new African development issues and their commonalities and linkages between African countries and between Africa and other regions; (b) to promote regional cooperation and integration, especially the integration goals of the African Economic Community (AEC) (rooted in the Abuja Treaty); and (c) to foster an effective African institutional framework to deal with African development issues with regional dimensions and implications. The programme, covering the period 1992-1996, has three broad areas of concentration: regional cooperation and integration; long-term strategic

planning; and fostering human development. Specific initiatives with a regional focus within those three areas are being implemented by UNDP, together with its development partners (e.g., country Governments, national institutions, IGOs, non-governmental organizations (NGOs), donors and United Nations specialized agencies).

5. Overall, the fourth regional programme has resulted in the following critical achievements to date: (a) creating a more balanced partnership between development partners and IGOs; (b) increasing the participation of beneficiaries (notably in the formulation of new interventions); (c) changing the role of UNDP from that of a mere funding agency to that of a proactive and dynamic partner in identifying the development problems of sub-Saharan Africa and formulating strategies to respond to them; (d) strengthening African capacities to define their own development strategies and priorities; and (e) increasing the UNDP coordinating role within the United Nations system. A more specific list of achievements may be found in paragraphs 13-29 below.

B. The changing international and African environment

6. Since the Programme began in 1992, sub-Saharan Africa's already daunting development challenges have been compounded by:

(a) Political transition which has had varying effects, leading at best to potential new growth poles (e.g., in South Africa), and at worst, to instability and ethnic conflicts (e.g., in Rwanda);

(b) An inadequate supply response to accelerate access to sustainable livelihoods (e.g., according to International Monetary Fund data, real gross domestic product (GDP) growth slowed from 1.5 per cent in 1993 to an estimated 0.6 per cent in 1994 (down from an average of 2.5 per cent for the period 1986-1994), resulting in a further decline in per capita GDP (-1.5 per cent in 1993 and an estimated -2.4 per cent in 1994, compared with -0.5 per cent for the period 1986-1994));

(c) At the subregional level, the CFA franc devaluation has caused a sharp erosion in living standards in the affected countries, owing in particular to a rise in inflation rates (estimated at 30 per cent in 1994, compared with 4.5 per cent during the period 1986-1994);

(d) Recurring severe droughts in the Sahel, the Horn of Africa and other parts of western and southern Africa have led to a further deterioration in living standards, particularly of rural populations;

(e) The rapid spread of the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) pandemic;

(f) Declining official development assistance flows, which, in real terms, were lower in 1993 than in 1985, having fallen at an annual average rate of 3 per cent during the period 1991-1993;

(g) Continued debt overhang, which, by end-1994, totalled an estimated $211 billion (equivalent to $300 to $400 per capita and nearly as much as gross national product (GNP) per capita ($491)). As a percentage of exports and GNP, 255 per cent and 83 per cent, respectively, the debt burden of sub-Saharan Africa was higher than that of other regions. Debt service (interest and principal) were estimated to absorb 35 per cent of export earnings, significantly more than the 15 per cent generally considered to be sustainable.

7. Despite sound economic policies to diversify exports, the scope for the countries of sub-Saharan Africa to sell their products on international markets is still limited. Preliminary estimates suggest that, in the short term, the Uruguay Round could have a negative impact on sub-Saharan African countries, by reducing export earnings and increasing import prices. African economies will require substantial assistance to respond to those short-term negative effects.

8. In 1994 and 1995, a number of important international and regional meetings influenced strategy and policy direction for sub-Saharan Africa. The International Conference on Population and Development, held in Cairo, Egypt, from 5 to 13 September 1994, recommended, among other things, the promotion of education, especially for girls, gender equity and equality. The first meeting of the Conference of African Ministers in Charge of Human Development adopted an African Common Position in areas such as poverty alleviation, social integration and employment for the World Summit for Social Development, held in Copenhagen, Denmark, in March 1995. The Fifth African Conference on Women, held in Dakar, Senegal, in November 1994, adopted an African Platform for Action, to be submitted to the Fourth World Conference on Women in Beijing, China, in September 1995, emphasizing the need to empower women economically, politically and socially, to increase their access to education, especially in the areas of science and technology, and to protect their legal and human rights. In March 1995, an extraordinary session of the Council of Ministers of the Organization of African Unity adopted the Cairo Agenda for Action on Relaunching Africa's Economic and Social Development, which emphasized good governance and popular participation in the design and implementation of development plans, programmes and projects.

C. Programme status

9. To ensure maximum impact, the strategy of the fourth regional programme was to focus on an integrated cluster of complementary and mutually reinforcing activities, geared to address regional priorities. Assistance has been targeted at strengthening the capacities of (a) national institutions dealing with common or regional issues and (b) subregional and regional IGOs, with the aim of enhancing human development in Africa. The basic criteria applied for regional programmes were: (a) issues of interest to countries sharing common resources; (b) issues of interest to groups of countries with common constraints or problems; and (c) problems for which a lasting solution in one country depends on simultaneous action being taken by other countries.

10. Despite a reduction in indicative planning figure (IPF) resources (reduced to 75 per cent of their original level by June 1993 and to 70 per cent of their original level by mid-1994), the proportion of resources allocated between areas

has remained close to that approved (see annex for the financial summary). The programme was made more focused and the number of ongoing projects/programmes was reduced from 100 in 1993 to 30 by the mid-term review. Criteria for reducing the number of projects included: (a) inconsistency with the goals of sustainable human development, based on the priority areas of good governance, poverty reduction, job creation, protection of the environment and the promotion of women; (b) little likelihood of achieving objectives; and (c) a lack of beneficiary cost-sharing.

11. Any underperformance was attributable to: (a) some objectives are not achievable in the span of a single cycle (e.g., eliminating onchocerciasis takes approximately 20 years); (b) solutions to some problems are linked to other issues (e.g., poverty alleviation, which needs to be addressed simultaneously with, among other issues, privatization, which is increasingly viewed as being linked to good governance); and (c) the sudden reduction in resources, which resulted from a combination of borrowing during the fourth cycle, the reduction of the fifth-cycle regional programme allocation, and the reduction of actual IPF availability during the fifth cycle.

D. Programme relevance

12. Given the increased challenges faced by sub-Saharan Africa (see paras. 6-8 above), the mid-term review meeting considered that the overall objectives of the fourth regional programme (see para. 4 above) remained relevant, but that more emphasis should be placed on critical areas for accelerating development in which UNDP is considered to have a comparative advantage. Areas of comparative advantage were considered to include good governance and poverty reduction through the stimulation of sustainable livelihoods and private sector employment opportunities. In addition, greater priority should be given to improved speed and quality of delivery; resource mobilization; and systematic follow-up and monitoring.

E. Areas of concentration

1. Regional cooperation and integration

13. The area of regional cooperation and integration accounts for the largest share of the resources of the fourth regional programme. Most projects were concentrated during the period 1992-1994, covering: (a) the rationalization and harmonization of IGOs; (b) the establishment of AEC; and (c) assistance to key sectors with intrinsic integrative characteristics (e.g., transport).

14. Adopted by the General Assembly on 18 December 1991 (resolution 46/151) to facilitate the recovery and transformation of African economies, UN-NADAF has been a critical instrument in increasing coordination between United Nations agencies. UNDP support for UN-NADAF has taken three forms: (a) support for ECA, which is responsible for coordinating the follow-up and monitoring aspects of the programme through the multinational programming and operational centre; (b) support for the African Recovery Publication Unit, which covers and disseminates information on UN-NADAF activities; and (c) support for the other

coordinating mechanisms, including the UN-NADAF Inter-agency Task Force and the Office of the Special Coordinator for Assistance to Africa and the Least Developed Countries.

15. In the case of OAU, support resulted in the improvement of the quality and timeliness of documentation, communications and financial systems and controls. With regard to AEC, regional-level efforts concentrated mainly on the establishment of that economic community. In addition to training and capacity-strengthening, the results of which cannot be measured immediately, achievements included: (a) the drafting of protocols (five drafted and 17 nearing completion); (b) support to the ratification process of the Abuja Treaty; (c) a study on a proposed development programme for a pan-African trade information system; (d) a joint work programme mapping out activities to be undertaken individually or collectively by OAU, ECA and AfDB in support of the OAU Permanent Steering Committee; (e) increased public awareness about the aims and objectives of AEC through papers presented at conferences, symposia etc.; and (f) a study on the structure and functions of a single OAU/AE Community secretariat.

16. The Trade and Development Promotion Programme of the Preferential Trade Area (PTA) for Eastern and Southern Africa (now known as COMESA) has attracted $2.5 million in cost-sharing resources from the Governments of Belgium and the Netherlands, as well as further co-financing resources in parallel or in kind (i.e., the International Development Research Centre of Canada for computer systems, the European Union for trade fairs and Nixdorf Computer Company of Germany for computer systems in kind). In addition, the programme has created an estimated $200 million in additional trade and has increased the participation of professional associations and chambers of commerce in the management of the Trade Information Network.

17. The success of certain projects at the subregional, sectoral level suggests that it may be easier to maximize impact by starting projects at that level. For instance, the training programme supporting the West African Rice Development Association (WARDA) achieved more than was planned: 511 cadres of the subregion were trained, 12 training manuals were produced and disseminated and a rice information network was established. The International Fertilizer Development Centre for West Africa assisted national institutions in 14 countries to conduct research with 1,000 farmers on the appropriate use of fertilizers: a network of national institutions was established; greater participation by the farmers and wider dissemination of the results of the research are being sought. In southern Africa, support to the East Coast Fever Vaccine Production Unit has enabled the regional laboratory in Malawi to supply vaccines at a cost that could make the Unit self-sustaining in the near future.

2. Long-term strategic planning

18. Long-term strategic planning includes the development of human resources and capacities for carrying out strategic planning, macroeconomic analysis and the management of natural resources and the environment.

19. The National Long-Term Perspective Study (NLTPS) programme arose out of a recommendation of a July 1990 meeting of African ministers and international donors at Maastricht, the Netherlands. It aims to enable African countries to undertake their own studies of their future development as a basis for defining their own vision and the strategies and policies to achieve that vision. NLTPS has aroused a new awareness of the usefulness of long-term strategic planning and has developed methodologies that can be applied at the country level. Progress in implementing the programme in African countries has been slower than planned, owing to the range of factors involved in creating the appropriate environment for internalizing the process. Some 30 countries have expressed interest in introducing NLTPS, and 9 have initiated the process. The first four countries, Côte d'Ivoire, Gabon, Guinea-Bissau and Mauritius, are expected to complete their NLTPS processes in 1995. In the case of Mauritius, the NLTPS process involved eight working groups, two technical workshops and one national seminar, involving the widest participation by the Cabinet and civil society, including youth. The NLTPS product was based on a general analysis of the country-specific development problems and forward-looking studies by each of the eight working groups (agriculture, economy, employment, environment, industry, science and technology, society and culture and tourism). The main lesson learned from their experience relates to the development of the NLTPS methodology. The regional project has adopted a process-oriented approach based on the full participation of civil society in the design of its own development strategy.

20. The African Capacity-Building Initiative programme, sponsored jointly by UNDP, AfDB, the World Bank and bilateral donors, aims to strengthen regional and national capacities (a) to formulate and manage national economic policies and programmes and (b) to support the internalization of long-term development planning. In its three years of existence, the African Capacity-Building Foundation (ACBF) has initiated some 20 projects (grants worth $49.55 million at the end of 1994) in 15 African countries. Of these projects, 13 national and regional projects are in various stages of execution, and a further 7 projects are at various stages of planning. Regional training projects that have had notable results include the African Economic Research Consortium in Kenya, the Conseil des Instituts d'Etudes et de Recherches Economiques en Afrique, and an arrangement with McGill University in Canada and Clermont-Ferrand University in France. National projects which are making solid progress, taking into account the long-term nature of capacity-building, include those in Côte d'Ivoire and Uganda. With regard to weaknesses highlighted in the ACBF mid-term review (relating to, for example, management, slow implementation and a lack of coordination with other programmes), the ACBF executive board is taking a strong leadership role in implementing corrective measures, including (a) recruiting a new executive secretary; (b) formulating a policy framework; (c) formulating a strategy for sustainable policies for ACBF interventions; (d) producing a staff operations manual; (e) limiting the creation of new units; (f) improving the quality of staff; and (g) accelerating the rate of disbursement.

21. The onchocerciasis (river blindness) control programme, under the joint leadership of UNDP and the World Bank, with strong technical support from the World Health Organization and financial support from several donors, has been successful, firstly, in virtually eliminating the disease from the Niger and Volta river basins, thus reclaiming land to support the livelihood of over

1 million people in 10 countries; and secondly, in resettling the affected populations on 25 million hectares of previously abandoned land, which now supports about 17 million people. The cost of those interventions was estimated at less than $1 per capita. The programme has also enabled UNDP to play a more influential role in areas such as: (a) bringing the donor community together behind a common goal; (b) building confidence among the beneficiaries; (c) implementing and following through on the project at the country level; and (d) publishing a study.

22. The water and sanitation programme has enabled countries to adopt a strategic approach and to reach a new consensus with donors, including the World Bank, to bring safe drinking water to millions of people in rural communities and to promote the establishment of private sector maintenance companies. For instance, the programme is laying the foundation for the expanded access of poor people to safe water and sanitation (e.g., through human resource development, institution-strengthening and improved sector planning and policy reforms) in 14 countries (Benin, Burkina Faso, Côte D'Ivoire, Ghana, Guinea, Guinea-Bissau and Mali in West Africa and Ethiopia, Kenya, Lesotho, Malawi, Uganda, the United Republic of Tanzania and Zimbabwe in East and Southern Africa. In addition, it has stimulated investments and built networks for the exchange of knowledge and skills between countries. As a result, knowledge and practice have improved in many areas: (a) appropriate technologies are more frequently and effectively employed; (b) institution-building and reform have become central issues; and (c) the potential contribution of popular participation in operation and maintenance, cost-recovery, sustainability, and replicability is now better understood.

3. Fostering human development

23. The area of fostering human development covers education, health, women in development, poverty alleviation and private sector employment.

24. The UNDP strategy is to mainstream gender issues in all of its operational activities and to build national capacity to do the same. For instance, supported by UNDP and the United Nations Development Fund for Women, partnerships have been established with regional training and research institutions to develop a common gender-in-development strategy for the region and gender-sensitive programmes and activities within those institutions. In addition, trainers have been trained in both IGOs and NGOs. In 1994, UNDP contributed to the holding of the Fifth African Conference on Women in Dakar, Senegal, which adopted an African Platform of Action that will form part of the global document to be presented at the upcoming Fourth World Conference on Women.

25. With regard to HIV/AIDS, the UNDP strategy has focused on building and strengthening the capacity of nations and individuals to respond effectively to the social and economic consequences of the epidemic and to raise awareness on containing its spread. This strategy recognizes that: (a) HIV and AIDS cannot be treated as simply a health problem; (b) any effective response must address the social and economic consequences of the epidemic in a comprehensive and multidisciplinary way; and (c) a broad-based partnership to combat AIDS needs to

be built at the community, national, regional and international level. An August 1994 evaluation and forward-looking assessment of the programme of the Regional Bureau for Africa (RBA), commended the project for breaking new ground in: (a) launching the first African network and declaration of people living with HIV/AIDS; (b) launching the first African network and declaration of principles on law, ethics and HIV; (c) building capacity to inquire into the socio-economic impact of the epidemic on the region; (d) developing and holding an HIV and development workshop to increase public awareness of the short- and long-term consequences of the epidemic; and (e) successful support to strategy and programme formulation of national AIDS control programmes. Measures are being taken to correct the major programme weakness identified (i.e., the lack of effective collaboration with agency partners) to ensure full coordination with the agencies in future activities.

26. In the area of poverty eradication, UNDP is redefining its strategy, taking into account the organization's role in the implementation of the Declaration and the Programme of Action of the World Summit for Social Development and its new development approach. Within that context, RBA has launched a new initiative on poverty reduction and the empowerment of civil society, which aims to strengthen over 100 grass-roots organizations in 18 countries, thus assisting them to define their priorities. Over 1,350 decision makers from Governments, the media, development cooperation agencies and civil society will be involved in a dialogue aimed at devising concrete measures to combat poverty. The initiative integrates the results of the 1994 evaluation of the NGO-based poverty programme, the latest thinking on the best approaches to poverty reduction and lessons already learned in the implementation of poverty reduction projects and programmes both in sub-Saharan Africa and in the rest of the world.

27. In the area of cooperation with the private sector and employment generation, under the Africa Project Development Facility (APDF), UNDP, with the International Finance Corporation and other donors, has helped approximately 200 African entrepreneurs in some 30 countries to obtain start-up capital to expand their businesses. Measures are being taken to increase the cost-benefit ratio of APDF. African capacity has been strengthened through the African Management Services Company (AMSCO). AMSCO's African Training and Management Services has provided management training for entrepreneurs, training 313 managers in 198 companies. Some two thirds of the enterprises evaluated have been able to generate a positive cash flow.

28. In its catalytic role in organizing meetings between the private sector and the Government at both the regional and country levels, UNDP is working to improve relations between businesses and Governments, thus making them more effective development partners. To date, regional meetings have been held in Botswana and Cameroon. This increased exchange of information and experience is expected to raise the level of African competitiveness and reduce the costs of transactions.

29. To improve access to credit for private entrepreneurs, UNDP has financed a feasibility study on potential African Finance Corporation funding for viable African private sector projects. Also, starting in 1995, support is being contributed towards the creation of an Investment Guarantee Fund for West

Africa, aimed at helping African private enterprises to provide guarantees to banks in order to gain access to credit.

III. PROGRAMME MANAGEMENT

A. Management of resources

30. As a result of the fourth-cycle borrowing of fifth-cycle funds and the subsequent reduction of funds for the fifth cycle, a net IPF of $79.3 million was available for the fifth cycle, compared to $267.5 million expended during the fourth cycle. In light of the reduction of resources, the already high amount of funds committed at the start of the fifth cycle, and the need to allow for other emerging priorities, a two-pronged approach was adopted in 1993:

(a) The programme scope was reduced to carefully targeted interventions within the parameters of the fifth regional programme document approved by the Governing Council. Consequently, only the following sub-areas were retained for programming:

(i) Regional cooperation and integration, in terms of the rationalization and harmonization of regional and subregional institutions, and in sectors with intrinsic potential for integration, such as trade, transport, industry;

(ii) Long-term strategic planning, in terms of the management of macroeconomic strategies, and the management of the environment and natural resources, with a focus on water and soil;

(iii) Fostering human development, in the areas of HIV/AIDS, poverty alleviation, empowering civil society, gender in development and the private sector;

(b) The level of commitment of 12 active large-scale projects was reduced by 25 per cent, i.e. by some $14 million.

B. Programme approach

31. Large and comprehensive programmes such as those for PTA trade development and promotion, water and sanitation for the poor, NLTPS, ACBF and APDF, have helped to bring development partners together on major strategic issues.

32. Constraints identified in applying the programme approach at the regional level include the fact that the same rules and principles could not be applied equally at regional and national/country levels. For instance, the programme approach is more difficult to implement at the regional level, in that it requires an extended participatory process between various countries and organizations in the design and implementation of a programme. The increased cost of this participatory process at the regional level often acts as a deterrent.

C. Linkages between country and regional programmes

33. Except in certain cases (e.g., support for east-coast fever vaccine production in the Southern African Development Community, Lake Chad basin development and the Institut Africain pour la Démocratie in Dakar, Senegal) regional resources rarely have been earmarked at the country level to supplement actions taken at regional level. Conversely, regional projects have often provided substantive advice and direct support at the country level. An example of measures taken to link the regional and country levels would be the survey before the formulation of the water and sanitation programme and the country projects approved each time the programme was implemented in a given country. The mid-term review meeting highlighted the fact that implementation has demonstrated that effective commitments from participating countries at the inception of the programme have increased their degree of participation and their sense of ownership.

D. National execution

34. At the beginning of the cycle, RBA launched an assessment of the executing capabilities of major regional institutions. Preliminary results indicated that there was a need to be cautious and progressive in using national execution rules and procedures at the regional level, mainly because of the institutional structure of many IGOs. National execution increased from 2 per cent during the fourth cycle to about 4 per cent by the mid-term review. Good examples of national execution that have already been implemented through regional institutions (e.g., WARDA) now exist for possible replication elsewhere. The mid-term review meeting recommended that UNDP should continue to rely on capacities which exist within the United Nations system, while promoting greater national execution.

E. Decentralization

35. Efforts have been made to decentralize operational activities to the subregional offices. The transfer process has been slow, but is now starting to bear fruit. However, the role of the Principal Project Resident Representative has not been strengthened in this framework. The UNDP regional liaison office in Addis Ababa, Ethiopia, contributed in part to better coordination with ECA and OAU. Similarly, the Senior Regional Manager outposted to Abidjan, Côte d'Ivoire, helped to strengthen relations with the AfDB. At the mid-term review meeting, it was agreed that more authority should be devolved to the subregional offices. It was also recommended to establish a central data bank of UNDP programmes, to be used as a source from which various institutions could tap information. As part of improving communication and consultation, it was also suggested that country office economists should be closely involved in the discussion of programmes at the formulation stage.

F. Resource mobilization

36. In December 1994, the total figure for regional cost-sharing and trust funds for the period 1992-1996 reached $35.4 million or about 45 per cent of the net 1992-1996 IPF for the regional programme. Those figures do not include large amounts of funds implemented on a parallel basis that are directly related to regional programme activities, such as in the ACBF programme, which has a planned multi-donor trust fund of $100 million, or in the onchocerciasis and guinea worm programmes, which have a multi-year combined value of more than $240 million.

37. The regional programme resource mobilization strategy builds on the overall RBA development strategy and on the fourth regional programme document. However, a more focused orientation of the programme has been defined and is serving as a basis for programming initiatives and resource mobilization. While the three themes of the programme are all included in the resource mobilization strategy, the approach varies considerably, depending on the theme targeted. The mid-term review meeting recommended that modalities be explored for joint resource mobilization, including a special round-table discussion for the launching of the fifth regional programme.

IV. KEY CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

38. At a time when development challenges had increased in sub-Saharan Africa, financial resources available under the fourth regional programme fell sharply, as a result of a combination of factors - overspending during the fourth cycle, the overall reduction of resources for the fifth-cycle regional programme, the continuation of projects between cycles and reductions of IPF availability to only 70 per cent.

39. Nevertheless, the focus on the three areas of concentration was maintained according to the agreed proportions of the IPF. However, various programmes were terminated, approved programmes were scaled down and the actual number of new projects and programmes developed was limited.

40. New programme approval was delayed both by funding uncertainty and by problems associated with applying the new programme approach.

41. Capacity-building, the main strategic focus, was aimed at strengthening national institutions dealing with common or regional issues and subregional and regional IGOs. Experience shows that the largest programmes have tended to produce greater results.

42. Development partners were disappointed by the sharp reduction in resources, especially where activities had to be stopped when they were about to become self-supporting. But they recognized increasingly that the UNDP role goes beyond that of funding agency, to include a broad range of upstream activities to accelerate development, such as alternative development approaches, advocacy, and mediation among various international players.

43. Communication efforts improved participation during the project selection process, although ownership by countries participating in regional projects needs to be strengthened, if project objectives are to be fully met.

44. In terms of management, a more radical approach was defined to decentralize responsibilities to the regional liaison office in Addis Ababa, Ethiopia, which covers Eastern and Southern Africa and some pan-African issues, and to the regional office in Abidjan, Côte d'Ivoire, which covers Western and Central Africa. In that connection, the role of the Principal Project Resident Representatives should be strengthened.

45. Resource mobilization was successful during the first three years of programme implementation, reaching $35 million, equivalent to 55 per cent of the IPF budget during the period 1992-1994, and 45 per cent during the period 1992-1996. However, those resources were confined to a limited number of projects/programmes and co-financing committed for 1995/1996 should be increased.

B. Recommendations

46. The mid-term review made the following recommendations:

(a) Programme conceptualization should be more demand-driven. Recipient countries should be asked to list their priorities at the outset;

(b) Programme and project approval procedures should be simplified and decentralized, where appropriate, to country UNDP resident representatives and to the regional liaison offices;

(c) Programmes at both regional and country levels should set aside specific percentages of their IPFs for efforts to increase linkages between two or more sectors or activities, especially those that are complementary or which take place simultaneously;

(d) Programmes such as the onchocerciasis control programme should be used as examples of successful regional programming in terms of impact and resource mobilization;

(e) When additional resources become available, they should only be allocated to projects that were dropped if they are still relevant to the new direction of the programme. The allocation of resources should be decided together with UNDP development partners;

(f) Except for those already formulated, no new programmes should be approved until the fifth regional programme framework has been defined, with the aim of shifting towards a more genuine programme approach. To facilitate the process, a seminar on programme format and preparation will be organized for the major regional institutions. Programming for the fifth regional programme should reach beyond the cycle itself, and should be based on a longer-term perspective to improve the sustainability of future programmes;

(g) The programming process for the fifth regional programme should start with a review of important aspects that could not be funded by the fourth regional programme, together with the outcome of the programmes implemented. There should be greater focus on the role that each country will play, individually and collectively, in coordination with IGOs;

(h) Within the overarching theme of sustainable human development, the objectives of the fifth regional programme should focus on a small number of areas within the following themes: human resource development, governance, financing African development and economic cooperation and integration;

(i) Given the important role of UNDP in promoting development, it should use its comparative advantage in mobilizing resources, either on its own or in collaboration with other partners. A donor meeting should be organized to launch the fifth regional programme.

Annex

FINANCIAL SUMMARY

I. RESOURCES

A. Resources available for the fourth regional programme period

	$	$
IPF	79 330 000 a/	
Estimated cost-sharing	25 954 000	
Total		105 284 000 a/

B. Commitments

Approved programme/project budgets b/		
Approved and allocated IPF	76 334 000	
Approved and unallocated IPF	-	
		76 334 000
Approved cost-sharing	25 804 000	
Approved and unallocated cost-sharing	150 000	
		25 954 000
Pipeline programmes/projects		
IPF	3 680 000	
Cost-sharing	-	
		3 680 000
Total		105 968 000

C. Balance of resources available for further programming

	$
IPF	(684 000)
Cost-sharing	-
Balance of resources available	(684 000) c/

---

a/ Compared to the $181,600 million dollars originally anticipated for the fourth regional programme; the reduction results from the 70 per cent IPF programming limitation and the borrowing of $47,790 million by the fourth cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau Project Appraisal Committee for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/ unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(Thousands of dollars)

Area of concentration	IPF		Cost-sharing		Total		Percentage of total	
	(P) a/	(A) b/	(P)	(A)	(P)	(A)	(P)	(A) c/
Regional cooperation and integration	64 440	33 654	3 000	3 595	67 440	37 249	40	35
Long-term strategic planning and natural resources and environment	25 720	19 170	8 000	4 542	33 720	23 712	20	22
Fostering human development	37 952	27 190	16 000	17 817	53 952	45 007	32	43
Unprogrammed reserve	13 488	-	-	-	13 488	-	8	-
Total	141 600	80 014	27 000	25 954	168 600	105 968	100	100

a/ Calculated on the basis of provisional allocations at the time of approval of the fourth regional programme.

b/ Effective distribution of resources taking into account approved and firm pipeline programmes/projects.

c/ The percentages differ if only IPF resources are taken into account. In that context, the larger share of resources is allocated to regional cooperation and integration, as follows: regional cooperation and integration, 42 per cent; long-term strategic planning and natural resources and environment, 24 per cent; and fostering human development; 34 per cent.

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	At the time of formulation of regional programme	At the time of mid-term review
UNDP-administered funds	-	-
Special Programme Resources	10 000 000	21 744 395
Trust funds	6 831 000	12 110 303
Management service agreements	-	1 022 803
Add-on	-	283 639
Other United Nations resources	-	-
Global Environment Facility	33 000 000	32 000 000
Non-United Nations resources	-	-
Total	49 831 000	67 161 140

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Mid-term review of the fifth regional programme for Asia and the Pacific

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 8	2
II.	TIMING, PARTICIPATION AND PROCESS	9 - 13	3
III.	PROGRAMME ACHIEVEMENTS	14 - 41	4
	A. Contributions to institution-building and capacity-building	16 - 32	5
	B. Resource declines and programming	33	9
	C. Managerial and administrative reforms	34 - 41	10
IV.	OPERATIONAL ISSUES	42 - 50	12
V.	FUTURE DIRECTIONS AND PLAN OF ACTION	51 - 58	14
VI.	CONCLUSIONS AND RECOMMENDATIONS	59 - 60	17
Annex.	Financial summary		19

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I. INTRODUCTION

1. The fifth regional programme for Asia and the Pacific introduced a number of substantive and managerial innovations, including:

(a) The adoption of a programme approach in place of a project approach;

(b) Focusing fewer programmes within three areas of concentration, namely human development through poverty alleviation, economic management and reform and environment and natural resource management;

(c) Attention to the objectives of sustainable human development in the overall programme structure;

(d) Greater decentralization;

(e) Selective use of non-United Nations-system executing agencies;

(f) Greater emphasis on subregional development cooperation.

2. From nearly 350 projects in the fourth regional programme (1987-1991), the number of components in the fifth regional programme has decreased to 12 programmes of regional scale and 32 at the subregional level. In addition, there are 13 stand-alone, small-scale projects. The problem of fragmentation seen in the fourth regional programme has now been overcome, and although some clustering of projects around common themes persists, more cohesive programme strategies are emerging.

3. While the preparations for the fifth regional programme preceded the more precise definition of the concept of sustainable human development, the fifth regional programme has been broadly shaped in terms of the principles and elements of sustainable human development, with targeted interventions to alleviate poverty, address gender issues, generate employment and protect the environment.

4. Within the area of human development through poverty alleviation, five programmes address issues concerning regional poverty alleviation, water and sanitation, urban management, human immunodeficiency virus (HIV)/acquired immunodeficiency syndrome (AIDS), and human development indicators, respectively. Each of these programmes has a focus on policy and operational activities to benefit the poor and disadvantaged. Similarly, countries have identified programmes in the areas of poverty, water, food security, basic life-skills and the development of human resources as meriting special support through subregional groupings.

5. In the area of economic management and reform, at the regional level, three programmes address key issues in trade and investment (especially issues which have arisen since the Uruguay Round), the experience of economic reform in the region, and management improvements in transport and communications as a vital aspect of economic development in the region, respectively. Subregional emphases include assistance for cooperation between countries in economic and

financial management, small- and medium-scale enterprise development, cooperation in telecommunications, Mekong river basin development and Tumen river area development.

6. In the area of environment and the management of natural resources, four regional programmes focus on energy and environment issues, farmer-centred agricultural resources management, geographical information systems (GTS) and remote sensing for sustainable management and on the use of isotopes and radiation for environmentally sound technologies, respectively. At the subregional level, South Pacific biodiversity conservation, disaster mitigation, the Pacific sustainable development network, energy, forestry, fisheries, temperate-zone food crops, air pollution from coal and trade and environment are some of the subjects receiving priority attention.

7. At the subregional level, while programmes are clearly located within the three areas of concentration described above, there is considerable diversity among the programmes that are being implemented. In the South Pacific subregion, there is a particular emphasis on environmental and human development issues. In the South Asia programme, poverty alleviation has a high profile. In countries which are members of the Association of South-East Asian Nations (ASEAN), the focus is on institutional interlinkages. In North-East Asia, the focus is on the development of the Tumen river basin and also on critical environmental issues. In Indochina, the fifth regional programme continues the long-standing UNDP commitment to the development of the Mekong basin.

8. The fifth regional programme has allocated its resources evenly between pan-Asia-Pacific regional programmes (51.8 per cent) and the programmes of the five subregions of ASEAN, the South Asian Association for Regional Cooperation (SAARC), the South Pacific (SOPAC), North-East Asia and Indochina (48.2 per cent). SOPAC receives almost one half the subregional allocations, and it should be noted that this subregion is unique in that the resources obtained through the subregional programme are almost equal to resources obtained by the countries through UNDP indicative planning figures (IPFs). Many activities are undertaken through subregional programmes for cost-effectiveness and to obtain economies of scale.

II. TIMING, PARTICIPATION AND PROCESS

9. The mid-term review was designed as a process. The output was an assessment of the manner in which the fifth regional programme has evolved, while the review itself was a capacity-building exercise, especially at the country level, which alerted key constituencies to the opportunities afforded by regional programmes. The mid-term review process as a whole has enhanced the profile of regional programmes and their place in the overall process of external support to development.

10. Governments, executing agencies and UNDP country offices were closely involved in the review process from the start. Upon request, selected Governments prepared several papers on themes crucial to regional programming. A review of the Pacific subregional programme was carried out in November 1994, involving the participation of Governments, United Nations agencies,

multilateral and bilateral donors and non-governmental organizations (NGOs). The review process enabled a collective assessment of the effectiveness of the programme, validated high-impact or potentially high-impact projects, and established agreement on projects which needed to be adjusted in terms of focus and implementation arrangements. The review also provided an indicative strategy for developing parameters for the next UNDP regional programme in the Pacific.

11. A team of five senior consultants drawn from the region and with familiarity and expertise in technical cooperation visited 17 countries. The team met first in Bangkok to arrive at a common understanding of the task at hand and for discussions with the Economic and Social Commission for Asia and the Pacific (ESCAP) and the United Nations-agency regional offices located there. Each member of the team then visited four to five countries over a period of one month, after which they met in New Delhi, India, to synthesize their finding and arrive at conclusions.

12. The output of this extensive effort resulted in a joint issues paper (JIP), which was the main document for the regional development cooperation (RDC) meeting held in Kuala Lumpur, Malaysia, at the end of March 1995. The JIP, which raised many significant issues about the operational aspects of the present programme and the future direction of regional programmes, was generally endorsed by the Governments at the meeting.

13. Before the RDC meeting, several eminent persons of the region were brought together with representatives of Governments to discuss the possibilities for regional cooperation in the coming years. This initial discussion strengthened the focus of the RDC meeting on new and emerging possibilities in areas of economic growth with equity, poverty reduction, information-sharing for sustainable development, job creation, the environment and the advancement of women.

III. PROGRAMME ACHIEVEMENTS

14. There are two broad aspects to the progress and achievements made thus far in the fifth regional programme:

(a) Achievement in terms of substantive contributions to institution; and capacity-building, including the delivery of high-priority technical services, contributions which also should be seen in the context of the facilitating the implementation of international mandates and agendas;

(b) Innovative managerial and administrative reforms, the objectives of which have been to introduce a greater focus and relevance to regional programmes.

15. Services, when provided on a regional and subregional scale, are cost-effective and have enabled small-scale interventions on important issues at the country level.

A. Contributions to institution-building and capacity-building

16. Many regional technical constituencies and formal and informal professional networks have emerged as a result of regional programmes, for example, trade-training institutions, the Regional Network on Safe Pesticides Production and Information for Asia and the Pacific (RENPAP), the Regional Macroeconomic Research Network, the Regional Network on GIS and Remote Sensing, the Association of Development Finance Institutes in Asia and Pacific (ADFIAP). The International Atomic Energy Agency (IAEA) regional network of national nuclear research institutes under the Regional Cooperative Arrangement (RCA) has been strengthened by support from regional programmes.

17. Regional projects and programmes also have led to a considerable degree of interaction among technical personnel, which would not otherwise have been forthcoming. They have thus facilitated the diffusion of knowledge and best practices among participating countries. As noted in the report of the RDC meeting, programmes focused on science and technology were considered as particularly valuable to capacity-building in the region. The ESCAP-executed programme for remote sensing and GIS has facilitated the application of technology for the management of tropical ecosystems, land and water resources management. The programme on the use of isotopes for environmentally sound and sustainable development is disseminating the use of tracer technology for the identification of water pollution. Utilizing the Pacific Power Association, the Pacific island power sector project facilitated the networking and exchange of expertise and experience of technical and managerial staff of power utility authorities in addressing and resolving operational and management issues in the power sector. With support provided through the regional fisheries project for the South Pacific the Forum Fisheries Agency was induced to establish a regional network for the exchange of information on Pacific island marine resources and fisheries management practices.

18. There has been a concerted attempt to use regional programmes to enable countries to implement the provisions of multilaterally agreed norms and standards in key sectors. A few programmes may be seen even as assisting in the preparatory processes associated with the development of regional agendas. For example, the Remote Sensing and GIS programme supported the senior experts meeting in preparation for the Ministerial Conference on Space Applications for Development in Asia and the Pacific, held in Beijing, China, in September 1994. The Conference adopted the Beijing Declaration on Space Technology Applications for Sound and Sustainable Development in Asia, which is now the guiding principle for use of that technology in support of development. Countries have been assisted to understand and conceptualize their participation in the Uruguay Round negotiations, and, more recently, to identify the changes needed at the national level to comply with the signed agreements.

19. Similarly, programmes such as the urban management programme for Asia and the Pacific (UMPAP), the farmer-centred agricultural resource management (FARM) programme and the programme for Asian cooperation in energy and environment are pursuing actions along the lines of implementing Agenda 21 of the United Nations Conference on Environment and Development (UNCED), notably, integrated resource planning.

20. The programme to strengthen multisectoral and community responses to the HIV epidemic in Asia and Pacific is closely linked to the implementation of the United Nations mandates in this field. The regional programme is assisting countries to become aware of and interact with the newly established United Nations Joint and Co-sponsored Programme on HIV/AIDS and will be an active regional link under the overall thrust of that programme as it develops. NGOs, the private sector, economists and others in the region are being helped to build strong networks with the capacities to address the economic, legal, ethical, social, participatory and other issues related to HIV/AIDS. For example, support to a study by an NGO in Madras, India, on the vulnerability of organized industrial labour has resulted in the Employers' Federation of South India starting a project among its members, and the report of the NGO has reached high-level policy makers in the Government of India.

21. There are increasing opportunities for regional programmes to act as a bridge between multilateral and international agendas on the one hand, and national action programmes on the other. Support is being provided to establish the foundation for reconciling trade and environmental policies in the ASEAN region, one concrete step to achieving this being the creation of a database on the use of trade and environmental measures in international agreements. The regional programme for energy and the environment is assisting in reconciling energy and environment policies. In pursuing the implementation of the Declaration of the World Conference on Education for All, the basic education and life skills programme in the Pacific has made an important contribution to upgrading primary school curricula and the quality of teachers. Sustainability of the programme has been assured by the provision of government recurrent budgets. The projects on regional biodiversity and forestry development in the South Pacific address the need for a regional approach to environment and the management of natural resources. The former project, designed to protect biodiversity in the Pacific island countries by facilitating the establishment of a series of large, diverse conservation area projects (terrestrial, marine and combined), has already made important contributions towards generating environmental awareness and assists Pacific island countries in formulating projects to be carried out through partnerships between land-owning communities, Governments and NGOs. The forestry programme has used the institutional vehicle of the Pacific Heads of Forestry meetings to adopt a coordinated strategy and to mobilize political support for the management of the forestry sector, particularly, the prudent management of commercial logging operations. The project has supported national- and community-level capacity-building activities, through training of trainers, community participation and extension programmes.

22. Regional projects and programmes have contributed to intraregional and intrasubregional cooperation. The subregional approach adopted as part of the South Pacific forestry development project strategy has been particularly effective in attracting financial contributions from other development partners to support subregional cooperation in forestry management and capacity-building at the national and local levels, including such areas as policy-planning, participatory planning and advocacy for community involvement for sustainable resource management. Through the regional programme for Asian cooperation in energy and environment, the Australian Coal Board, with support from the

Australian Agency for International Development, provides technical assistance to participating countries in the environmentally sound use of coal for energy.

23. During the fifth regional programme, cooperation in fields such as trade and investment, urban management, energy and environment and economic reform, has been facilitated through the sharing of experiences. For example, work on environment and trade has included case-studies of the mining sector in a number of countries and raised awareness among policy makers of the need for appropriate environmental policies and regulations regarding investment and operations in mining. The remote-sensing and GIS programme has facilitated the sharing of the experiences of the Chinese Science and Technology Commission on the uses of space technology and applications for the management of natural resources.

24. Several activities in these programmes have been aimed at bringing high-level policy makers together, so that best practices in policy-making within the region are shared among a wider group. The regional programme on strengthening regional cooperation in macroeconomic management for sustainable development organizes a yearly high-level symposium for policy makers to present and discuss results of joint research on a key topic chosen for the year. In 1994, the meeting examined the impact on national policies of the conclusion of the Uruguay Round negotiations. Under the trade and investment programme, a high-level round-table discussion focuses each year on critical issues in foreign direct investment for the region. In 1994, the round-table discussion brought considerations of backward linkages to the attention of policy makers. A subregional advocacy programme for equitable and sustainable human development in the Pacific has generated high-level political support for issues and strategy options for people-centred and sustainable development, resulting in the production of the Pacific Human Development Report in 1994, and the promulgation of the Suva Declaration on Sustainable Human Development in the Pacific and its subsequent endorsement by the highest regional political body in the Pacific, the South Pacific Forum.

25. The facilitation of regional information infrastructures was another method adopted to promote intraregional cooperation. For example, a database of investment and trade information is being established through facilities of the Chambers of Commerce in the region. Regional cooperation also facilitates the interchange of successful practices at the field level, for example, in the broad area of poverty alleviation and in experiences such as in rural credit schemes. Supported by a subcontract under the regional poverty alleviation programme, the Foundation for Development Cooperation (Australia) has conducted seven national workshops on banking with the poor, produced a report on best practices of banking with the poor, and carried out a study on transaction costs. The workshops have greatly increased the number of NGOs involved in banking programmes for the poor, and have brought the formal banking sector together with NGOs, by showing that commercial banking with the poor can be financially viable if lending operations are linked to NGOs. Through the control of fruit flies project, Pacific island countries have gained access to the latest technologies in Australia and the United States, appropriately tested and adapted for application in the subregion, with the result that markets in Australia, New Zealand and Canada for high-value vegetables and fruits have been opened to the participating countries.

26. A programme to assist institutional development for poverty reduction at the grass-roots level in South Asia has established national teams in each country. In Bangladesh, these teams have facilitated the formation of 95 development-oriented village organizations with a total membership of 7,000, which have accumulated savings of 500,000 takas in less that one year. The village organizations are exposed to best practices and address such social issues as minimal literacy, access to safe drinking water and watershed management. The lessons from the integrated village-level efforts will provide the foundation for policy analysis and change. Building capacity to monitor the progress towards the SAARC heads of State goal of poverty eradication is also supported and updated information is provided for each annual meeting of the heads of State.

27. Regional programmes have been instrumental in the implementation of regional legislative mandates established by intergovernmental bodies and ESCAP. These mandates for regional action were developed after extensive consultation among Governments, and their implementation hinges largely on UNDP regional programming arrangements. An illustration of this type of regional programme is the support provided for the Transport and Communications Decade in Asia and the Pacific. UNDP facilitated a mid-term review of the decade, resulting in a revised action plan, some aspects of which are supported by the UNDP regional programme.

28. Subregional programmes have made an important contribution in establishing many collaborative arrangements within subregions. For example, capacity-building within the framework of ASEAN has resulted in the development of a mechanism for monitoring the ASEAN Declaration on the Advancement of Women; the introduction into the ASEAN secretariat of a management audit and a staff performance appraisal system; and the formulation of an ASEAN plan of action for investment promotion. Assistance to the countries of the Mekong basin has resulted in the conclusion of an agreement for the creation of a Mekong Commission and supporting institutional structure. This unique agreement includes specific clauses which ensure that decisions taken concerning the use of the waters of the Mekong river balance environmental sustainability and development. Under the agreement, countries will jointly pursue sustainable development in irrigation, power, navigation, environment, tourism and other areas. In North-East Asia, China, the Democratic People's Republic of Korea, Mongolia and the Republic of Korea have, through the facilitation of the regional programme of UNDP, been able to work with Japan, Russia, the Asian Development Bank, the World Bank and others to conduct pre-feasibility studies and to develop a joint regional development strategy for the area around the Tumen river basin. This assistance has led to an historic intergovernmental agreement to establish the institutional foundations for cooperation and the creation of a commission for consultations and coordinated development of the area.

29. The subregional programme in the South Pacific has clearly resulted in a range of technical services being made available to the small island countries, while stimulating greater cooperation in the region. For example, the Pacific subregional project on fiscal and monetary management reform and statistical improvement (EFMAR) has been particularly successful in developing the technical capacity of the Suva-based Pacific Financial Technical Assistance Centre and in

extending the Centre's services to Pacific island countries in developing government capacity in such areas as budget formulation, tax administration and reform measures, bank supervision, and balance of payments statistics.

30. The programmes in the South Pacific have sustained subregional institutions. The Pacific subregional programmes have successfully developed the South Pacific Regional Environment Programme into a full-fledged, capable institution in the Pacific. To facilitate greater ownership and responsibility by Governments in managing externally funded programmes, UNDP has encouraged Pacific regional institutions to assume the management functions of three projects: the fisheries programme (Forum Fisheries Agency); the water supply and sanitation project (South Pacific Applied Geoscience Commission); and the telecommunication training and development project (Forum Secretariat).

31. The fifth regional programme emphasized the central role of technical cooperation among developing countries (TCDC) in regional programmes, especially in the current context in the Asia and the Pacific region, where many countries have now developed important technical capacities and are in a position to exchange such expertise with other countries in the region. In implementing the programmes of the fifth regional programme, the TCDC has been practised, for example, in the areas of trade and investment, economic reform, energy, bio-diversity, urban management and HIV/AIDS. Under the ESCAP-executed programme to support GIS and remote sensing, Thailand has provided experts and training facilities through TCDC arrangements. TCDC was a particularly prominent feature of the remote-sensing programme, facilitating, for example, the provision of training by China to other participant countries.

32. In some programmes, countries have selected institutions in the region as resource centres in many fields. Consequently, those countries are developing a regional outreach that was not available to them before. The Korean Development Institute (KDI) has been awarded research contracts under the Trade and Investment Programme. Under the Energy and Environment Programme, the Asian Institute of Technology (AIT) in Bangkok executes a major subcontract for integration of environment and energy planning. Under the same programme, the Asian Pacific Development Center is developing a series of 14 energy scenarios for environmentally constrained development, using national teams. The regional office of the Inter-Press Service (IPS) (Manila, the Philippines), contracted under the regional programme for awareness creation for sustainable development, is building relations between the media and the NGO community to foster communication and partnerships.

B. Resource declines and programming

33. The reduction of available fifth-cycle indicative planning figure (IPF) resources has seriously affected the ability to deliver the programmes planned under the fifth regional programme. In many areas, programme formulation was not completed, owing to lack of resources for follow-up implementation. At the regional level, programmes in health, education, financial sector reforms, air pollution, aquaculture and sustainable fisheries and disaster preparedness were affected, among others. Within subregional groupings, programmes in vocational training, employment, private sector development and small-holder agriculture

were similarly affected. In the RDC meeting, Governments were unanimous in calling for greater assured funding for regional cooperation initiatives.

C. Managerial and administrative reforms

34. The adoption of a programme approach has facilitated a reduction in the number of scattered projects. For example, during the fourth regional programme, there were 39 small-scale projects in the areas of trade and investment, executed by nine different agencies of the system, for a total of $25 million. Under the fifth regional programme, there is one programme, with five United Nations agencies cooperating under a single programme document with an approved amount of $14 million. The approach has also facilitated intersectoral and interdisciplinary approaches in designing and implementing programmes, such as the single focus of management reform and improvement across the many subsectors of transportation and communications.

35. The programme approach has also contributed to a greater sense of ownership among Governments. The promotion of ownership has been pursued in four broad ways:

(a) There were extensive consultations with Governments, starting with a seminar on regional cooperation in 1991, where high-level government officials were present. In addition, Governments were consulted on their priorities through correspondence and questionnaires. After the fifth regional programme was formulated, it was endorsed by Governments at the Meeting of Aid Coordinators, held in Manila, the Philippines, in January 1992. Subsequently, Governments were also consulted on individual programme design, most frequently through sector-specific meetings on the issues in the region and potential solutions, thus providing the basis for the preparation of specific programme/project documents.

(b) Non-governmental actors - NGOs, academic institutions, and the private sector - were included in the consultative process for programme formulation and in monitoring and advisory meetings during implementation. For example, the ASEAN chambers of commerce are represented at the annual tripartite review meeting of the trade and investment programme, and the Asian NGO Coalition has been active in the formulation and implementation of the FARM programme, the IPS in awareness creation for sustainable development, the Aga Khan Foundation in the SAARC poverty alleviation programme, and the NGO CASHPOOR in the regional poverty alleviation programme.

(c) Relevant professional and technical constituencies have been associated with the design and implementation of programmes, especially through executing agencies; this has created a modest sense of shared ownership of these programmes in technical and professional circles in the region. For example, South Asian NGOs were consulted in preparing the SAARC poverty alleviation programme; the Asia Pacific Telecommunity is involved in the Transport and Communications Programme; ASEAN chambers of commerce support database information-sharing under the trade and investment programme; and the Association of Development Finance Institutions in Asia and Pacific interact on trade and finance issues.

(d) Just as the national programmes are the framework for country-level technical programmes, agreed regional and multilateral agendas of Governments have been the basis for regional programme development:

(i) At the global level, the priorities of Agenda 21 of UNCED have been included in the FARM programme, General Assembly resolutions on HIV/AIDS have formed the basis of the HIV/AIDS programme, and Uruguay Round agreements on trade have been included in the trade and investment programme;

(ii) At the regional level, the resolutions of ESCAP on the Transport and Communications Decade formed the basis of the transport and communications programme, and seven-district cooperation on poverty was included in the regional poverty alleviation programme;

(iii) At the subregional level, the SAARC resolutions on poverty eradication formed the basis of the South Asia poverty programme, and the ASEAN Summit decision to establish the ASEAN Free Trade Area formed the basis for the subregional trade and investment programme.

36. The fifth regional programme was intended to help to generate more financial and technical resources from Governments and institutions. A considerable amount has been achieved in this regard. For example, all agencies under the trade and investment programme have been able to mobilize additional resources in the areas supported by the programme, such as small- and medium-scale enterprise expansion in trade, training in intellectual property, advisory services and training in foreign direct investment, and trade database development. Parallel-financing or trust funds allocated by donors to executing agencies have contributed significantly to the overall goals of the regional cooperation desired by Governments. The amount of cost-sharing flowing directly through the UNDP projects, $10.8 million, has not been as significant as originally expected. In addition, a total of $17.5 million has been allocated from the Global Environment Facility for a programme on the development of low-cost greenhouse gas emissions reduction plans in Asia and a programme on the prevention and management of marine pollution in east Asian seas.

37. Notwithstanding some successful collaborations with non-governmental entities, more needs to be done. At the mid-point of the programme and with few resources for new initiatives, this will take the form of greater involvement in implementation, the provision of advice and monitoring. For example, more could be done to enrich the content of programmes related to economic and trade issues through consultation with the private sector. Equally, NGOs could play a larger role, especially in the social and environmental sectors.

38. Gender concerns and issues are clearly written into programme documents. While some gender-related activities exist, the overall performance of the regional programme in that area could be improved. There are many programmes where gender issues could be brought more into the mainstream than is the current practice. Discussions between UNDP and executing agencies on mid-term adjustments to activities will provide an opportunity to increase the focus on gender analysis and implementation issues.

39. An issue of broad agreement during the mid-term review concerns the lack of clear and proactive information strategies for pursuit by programme executing agencies, which has led to a lack of awareness of the achievements of the programmes among partners and the larger society. In addition, the media has been largely overlooked. It is expected that the introduction of a coherent information strategy into each programme will make a significant difference in the impact on development of the fifth regional programme.

40. Monitoring and evaluation mechanisms have been built into the programmes. There has been an attempt to define benchmarks, however, they often are not satisfactory for future evaluation, as they are general descriptions of the broad sectoral and thematic situations. More focus is needed to define institutional and capacity issues. Benchmarks at the regional and subregional levels should focus on capacity-building.

41. To conclude the present chapter on programme achievements, it is worth noting the RDC findings on the relevance of the current programmes: "The current areas of concentration of the fifth regional programme - human development, economic reform, environment and natural resources - continue to be appropriate in the context of regional priorities and, equally, the programmes that are being implemented so far are addressing issues which are in line with those priorities. In the sixth regional programme, it is important that attention to these same concerns continues without any sharp break in substantive terms. Administratively and managerially, there should be new ways of organizing these activities more efficiently."

IV. OPERATIONAL ISSUES

42. The shift from a project to a programme approach called for innovations in management and monitoring. Changes introduced included new management systems; several executing agencies within each programme; and decentralization and an enlarged role for principal project resident representatives (PPRRs). The adoption of a programme approach against the background of a project-based system led in some instances to the clustering of projects around common themes. The emphasis placed on organizing programmes at the subregional level has also led to the emergence of important management issues, especially with regard to the appropriate forms of subregional organization. Some of these issues are examined briefly below.

43. It is clear from the design of programmes that most of them incorporated a wide spectrum of tasks to be undertaken over a period of three to four years. For example, the Trade and Investment Programme includes several elements - intraregional trade, post-Uruguay Round issues, small- and medium-scale enterprises, investment issues and intellectual property. In urban management, the programme consisted of a similar spread of activities. This kind of issue-clustering was the result of an amalgam of factors: previous engagement through projects on a variety of subjects; government demands for technical cooperation in specific areas; wide-ranging regional agendas such as those for transport and communications; and the capacities and demarcations of executing agencies. This type of approach cannot be equated entirely with an integrated intersectoral and interdisciplinary approach to programme design; it was a result of the hybrid

nature of the fifth regional programme, a "halfway house" between projects and programmes. A more genuine interdisciplinary and intersectoral approach is envisaged for the next programme.

44. The JIP has clearly noted that there were many styles of management within the fifth regional programme and that the executing agencies have yet to establish a consistent management structure in their programme designs. Individual programmes with a wide range of activities required the involvement of more than one executing agency. Consequently, in several programmes (e.g., the FARM programme, UMPAP and the poverty alleviation programme), a programme manager has been appointed to coordinate the activities of the many components. In some programmes, there are several chief technical advisors (CTAs), who are expected to report to the programme manager. In others, for example, the trade and investment programme, there are no programme managers or CTAs, and each of the five executing agencies uses its in-house resources to manage certain aspects of the programme. Coordination is left to regular, informal contacts between agencies and to the tripartite review, which thus far has taken place annually. There are many other management systems between the two contrasting styles described above. For example, in the HIV/AIDS programme, which is executed by one agency only and which has one CTA, problems of coordination are less cumbersome than in other programmes.

45. The mid-term review found that it was not feasible to make firm judgements on the relative performance of the varied management styles described above. However, a few tentative conclusions were drawn:

(a) First, it is not productive to stress the aspect of coordination in programmes which are not structurally integrated and consist of a clustering of projects;

(b) Second, if administrative and coordination costs are to be kept down, executing agencies need to use their in-house resources for programme management;

(c) Third, it is necessary now to move towards the design of conceptually integrated programmes for the future. Programme components cannot be tailored a priori to the needs and capacities of individual executing agencies.

46. The role of the PPRR is critical to the efficient management of individual programmes. However, decentralization to PPRRs needs to be accompanied by improved matching of programme locations and resources. Of the 12 programmes in the fifth regional programme, 6 are located in Bangkok, Thailand, 2 in Kuala Lumpur, Malaysia, and 2 in New Delhi, India. It is clearly evident that decentralization has meant a concentration in three or four centres, in particular, Bangkok, which is the point of contact with the regional commission, ESCAP. With fewer pan-Asia-Pacific programmes, it is not feasible to spread them more widely, and most countries will not have PPRR offices. When selecting PPRRs for pan-Asia-Pacific programmes, greater attention should be paid to their suitability in terms of technical resources available, especially within the country. Further, the JIP urged that programmes be decentralized after the stages of conception and design, since design interlinkages between programmes could be established more easily through a more centralized approach.

47. National execution was pursued for 26 programmes with combined a total budget of $28.5 million or 20.9 per cent of the resources of the fifth programme. The review team did not find, however, that performance was superior in those programmes when compared to performance in programmes executed by United Nations agencies, although the sense of ownership by the intergovernmental organizations entrusted with execution was clearly greater. It is more difficult to utilize the services of national institutions as executing agencies for programmes which cover a number of countries for many reasons, including lack of previous experience; problems in relationships with other country institucions and sharing financial allocations; and an underlying demand for equity of responsibilities between countries.

48. The issue of organizing programmes at the regional and subregional levels was examined in depth during the review process. It was concluded that programmes on a regional scale are essential for tapping those opportunities which emerge from linking the dynamic economies of Pacific rim countries with the rest of the region. Through such linkages and the channels so created, flows of knowledge, technology, trade and investment can be facilitated. Regional programmes are particularly important in areas of trade and economic reforms. Subregional programmes address priorities defined by high-level intergovernmental bodies in the subregions and often help to facilitate cross-border cooperation with immediate neighbours. Environment and natural resources management as well as growth-triangle arrangements also lend themselves to subregional approaches.

49. With regard to subregional programmes, there is also a demand from many countries for flexible programme formulation based on shared interests rather than on strict geographic criteria. Including selected countries outside of a subregion, as appropriate, could enhance the results and impact.

50. Almost all programmes are expected to pursue the establishment of linkages with other related programmes at all levels, although some programmes may cover activities which are not being undertaken at country level. In accordance with the programme approach, linkages should be established with government and intergovernmental programmes and with the activities of other donors.

V. FUTURE DIRECTIONS AND PLAN OF ACTION

51. The RDC called for a comprehensive regional vision through which emerging opportunities for greater cooperation can be fully exploited. A new paradigm, which will enable critical connections to be made among countries in the region to enhance the intensity of regional cooperation, is required and this new paradigm should guide the design of the future regional programme.

52. In that spirit, the mid-term review has set out in broad outline a plan of action to guide the adjustment of the fifth regional programmes and the subsequent formulation of regional programmes. For most programmes, such adjustments are not of a major nature, but will, nevertheless, maximize efficiency and further target activities in line with the four priority areas of sustainable human development mandated by the Executive Board in its decision 1994/14.

53. Four guidelines will determine the adjustment process:

(a) Cost-effective management: while monitoring, management and programme administration in regional programmes across several countries necessarily involve certain unavoidable costs, these costs should be reduced further. Current practices will be adjusted so that by the end of 1996 consistent and comprehensive structures can be put in place under the next generation of programmes;

(b) Sustainable, people-centred development: each programme should intensify its activities and enhance its impact in the four UNDP priority areas - the elimination of poverty, the protection and regeneration of the environment, the creation of jobs, and the advancement of women;

(c) High impact: in view of the severe resource constraints, activities should focus more precisely on high-impact issues. Therefore, some activities will be dropped. Programmes will be adjusted to avoid any further engagement in issues and areas which are considered to be either too basic or too marginal to be covered within the regional programme;

(d) Preparation for the sixth regional programme: Governments in the RDC meeting noted that the three areas of concentration of the fifth regional programme continue to remain valid in terms of the cooperation and development issues in the region. However, the sixth regional programme should contain individual programmes which are even more focused and which contribute to the achievement of a coherent concept for each area of concentration. Consequently, programmes should be adjusted at the present time to enable activities within them to support movement towards a greater focus under the sixth regional programme.

54. The above-mentioned four guidelines are the basis for systematic review by UNDP and Governments, in collaboration with the executing agencies, of each ongoing programme, the results of which will be reflected in the design of workplans.

55. Several objectives have been identified through the review process as defining the next regional programming cycle:

(a) To take advantage of emerging opportunities, programmes should focus more efficiently on exploiting opportunities to remove gaps and ensure continuity. Consequently, greater attention is required to bridging relationships between countries in the Pacific rim and those in the Asian hinterland (South Asia, Indochina and Central Asia);

(b) To assist in the transition to a globalizing market economy, for many countries in the region, programmes should facilitate the transfer of experience in managing an extremely critical period of economic and social transition. The imperatives of globalization and of market economies cannot be denied, although it is also imperative that more vulnerable groups of the population, which constitute relatively large sections of the populations of countries in the region, need to be protected from the operations of unbridled market forces.

The focus should be on enabling poor and vulnerable groups to benefit from new opportunities in a globalizing market economy;

(c) As a catalyst for other regional cooperation arrangements, regional programmes can make an important contribution in achieving consistency and harmonization in an international context where multilateral rules and conventions of governance are an integral part of national governance.

56. The mid-term review, and more particularly the RDC meeting, emphasized several features that should govern the design of regional programmes:

(a) The priority areas of sustainable human development (see para. 53 (b) above) should be addressed through mechanisms which empower the poor and stress their productive contribution to the economy and society. Sustainable human development must be seen as a holistic concept, addressing both growth and equity issues. Social sector issues and programmes relating to poverty reduction should have high priority;

(b) Regional programmes should be targeted specifically at the sharing of natural, technical and financial resources, transboundary issues, and common and interlinked problems. Programmes should be selective, taking up critical issues which are best addressed, or which can only be addressed, at a regional level. Countries should participate in individual programmes based on their shared interest in the specific issue. This is likely to enhance subregional and other flexible groupings of countries, which will not be based strictly on geographic criteria;

(c) There should be strong focus on using science and technology as a tool, especially to achieve the goals of sustainable human development and to improve the productivity of the poor;

(d) Cooperation in trade and economic reform and job creation and their supporting policy environments should be an important underpinning of regional cooperation and growth.

57. The review also called for the following changes in the processes used in pursuit of the programme approach:

(a) Programmes should be built around a lead subject area (e.g., agriculture, trade, health, or any subsector thereof), and key elements of sustainable human development strategies should be built into them. Taking into consideration current administrative demarcations in the subject areas, such a process would enable intersectoral and interdisciplinary approaches;

(b) Programmes should be governed by a clear strategy, thus avoiding the clustering of projects or grouping of essentially national activities;

(c) An individual programme should be the framework of action at all levels of activity, whether regional, subregional or mini-regional, within which various actors, including the specialized agencies of the United Nations, could make their distinctive contributions. It should also enable linkages with other donors and with country-level activities;

(d) Decentralization of programme management should be pursued in a structured way, with the PPRR role enhanced and a special role for the UNDP Office in Bangkok, Thailand, in view of its liaison function with ESCAP;

(e) UNDP country offices should play a more active role in regional programme development and implementation; act as conduits for intensive and specific consultations with Governments; form part of a team with the PPRR for monitoring and evaluation; facilitate opportunities for individual countries to initiate cooperative activities of interest and priority to them;

(f) At the beginning of each programme, preparatory assistance should be used to provide time and opportunity to fully establish benchmarks and criteria to measure success; to utilize participatory approaches in final programme formulation; to fully involve potential funding partners in a dialogue with Governments; and to ensure the participation of private sector, NGOs and other actors, as appropriate to each programme.

58. It also was suggested that new procedures be adopted to enable a more pluralistic approach to programme design and implementation. Resources available for the regional programmes should be channelled in several ways for different types of convergent activities:

(a) A modest regional initiatives facility would enable high-profile activities, especially research on selected critical regional issues, and contribute to policy development;

(b) A country initiatives facility would enable cooperative activities in selected areas, based on individual country initiatives, provided that at least two other countries wish to cooperate on the same issue and that the issue is consistent with the thrust of the overall UNDP regional programme;

(c) A technical-networks financing facility would enable professional and technical networks in the region to pursue actively, over a predictable and longer period of time, key regional development issues;

(d) An interregional cooperation facility would enable the pursuit of cooperative activities with other regions, especially with Africa, Latin America and the Central Asian republics, in areas of priority to the Asia and Pacific region.

VI. CONCLUSIONS AND RECOMMENDATIONS

59. The mid-term review concluded that regional programmes continue to offer a range of technical cooperation services which are valuable for policy- and capacity-building in the region. Those services are particularly important in enabling countries in the region to conform to new multilateral agendas and norms. More specifically, the review determined that:

(a) A particular contribution of the fifth regional programme has been to stimulate intraregional and intrasubregional cooperation;

(b) The fifth regional programme has been instrumental in implementing regional and subregional intergovernmental mandates;

(c) Many transboundary issues have been addressed and a special contribution is evident in the area of science and technology;

(d) Regional TCDC stimulated through regional programmes is an important factor in capacity-building, although further refinements are required;

(e) The fifth regional programme has made strenuous efforts to encourage ownership among Governments of the programmes in which they are participants;

(f) A structured management system applicable to all programmes, and thus transparent to Governments, should be further refined;

(g) Decentralization and the role of the PPRR should be enhanced;

(h) Better linkages with relevant national programmes should be pursued;

(i) Issues such as gender and the role of NGOs and the private sector should become even more central in programme design and implementation;

(j) Supporting partnerships and additional resources must be actively sought and enhanced from their current level;

(k) Information flows to all partners and to the public at large must be improved to enhance awareness of the impact of programmes.

60. Based on the review, the following major changes are recommended for the next programming cycle:

(a) Individual programmes should be built around a specific sector or theme, with all regional, subregional and mini-regional activities in the specific sector under the management of that programme;

(b) Innovative financing arrangements should be made, which will include a regional initiatives facility, a country initiatives facility, a technical networks facility and an interregional facility;

(c) Ownership and decentralization should be ensured, particularly through a greater role for UNDP country offices in the consultative processes with Governments, thereby enabling individual countries to respond clearly and continuously to programme development;

(d) Through the use of preparatory assistance in all new programmes, the identification of benchmarks and measurement tools should be integrated systematically into programmes, and resource mobilization should begin at the earliest stages.

Annex

FINANCIAL SUMMARY

I. RESOURCES

	$	$
A. Resources available for regional programme period		
IPF	130 056 000 a/	
Estimated cost-sharing	11 342 174	
Total		141 398 174
B. Commitments		
Approved programme/project budgets b/		
Approved and allocated IPF	139 287 000	
Approved and unallocated IPF	-	
Subtotal		139 287 000
Approved cost-sharing	11 342 174	
Approved and unallocated cost-sharing	-	
Subtotal		11 342 174
Pipeline programmes/projects		
IPF	-	
Cost-sharing	-	
Total		150 629 174
C. Balance of resource available for further programming		
IPF		(9 231 000) c/
Cost-sharing		-
Balance of resources available		(9 231 000)

(Footnotes on following page)

(Footnotes to table)

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a/ Compared to $160.9 million originally anticipated for the fifth intercountry programme.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau Project Appraisal Committee for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or projects which have yet to be reflected in specific budget lines.

c/ Ongoing negotiations with executing agencies for downward revision of budgets are expected to result in a total budget reduction of approximately $9 million, and actual expenditures will fall within the IPF resources available.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(Thousands of dollars)

Area of concentration	IPF		Cost-Sharing		Total		Percentage of total	
	(P)	(A)	(P)	(A)	(P)	(A)	(P)	(A)
Economic reform	45 000	39 558	1 000	3 925	46 000	43 483	27.7	28.9
Environment and natural resources	45 000	47 636	1 000	706	46 000	48 342	27.7	32.0
Human development	45 000	47 218	2 000	6 511	47 000	53 729	28.3	35.7
Other	14 500	4 875	1 000	200	15 500	5 075	9.3	3.4
Unprogrammed reserve	11 400	-	-	-	11 400	-	7.0	-
Total	160 900	139 287	5 000	11 342	165 900	150 629	100.0	100.0

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	At the time of formulation of regional programme	At the time of mid-term review
UNDP-administered funds		
Special Programme Resources	2 000 000	6 236 000
Trust funds		879 862
Global Environment Facility	9 500 000	17 500 000
Total	11 500 000	24 615 862

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UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Third regional programme for the Arab States

Note by the Administrator

1. The third regional programme for the Arab States for the period 1994-1996 was endorsed by an intergovernmental Meeting in Sana'a, Yemen, in December 1993, and approved by the Executive Board at its annual session 1994. The formulation of the third regional programme was informed by, inter alia, the conclusions and recommendations of the 1992 evaluation of the second regional programme for the period 1988-1993. On the one hand, with 80 per cent of its commitments programmed before 1994, to a large extent, the third regional programme is geared towards continuing and bringing to conclusion the programmes and projects initiated during the second regional programme. On the other hand, the relatively late formulation of the third regional programme allowed it to take into consideration some of the policy changes in UNDP, thus incorporating a forward-looking programming framework. Taking into consideration all of the above, and especially the continuing validity of conclusions and recommendations of the evaluation of the second regional programme, the recent intensive intergovernmental discussion of the regional activities in the Arab States, the low level of indicative planning figure (IPF) resources available for programming in the third regional programme, and the programme's short duration, the Regional Bureau for Arab States (RBAS) intends to conduct the review of the programme at a later stage, in the context of preparations for the fourth regional programme.

2. As confirmed by the 1992 evaluation of the second regional programme, the positive elements being carried forward by the third regional programme include: the growing awareness of the Governments in the region of the benefits of the UNDP regional programme; a good track record of networking among Arab institutions and international institutions (especially in the area of crops

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production and protection, water, range management and irrigation), which adds to the sustainability of results; greater reliance on local capacities to execute and implement the programme; and the growing interest of the Arab regional institutions in co-financing the regional programme. Linkages between the country and regional programmes as well as the general issue of sustainability present the two major challenges which need to be more fully addressed in the future.

3. The financial situation of the third regional programme continues to constitute its major limiting factor. In the fifth cycle, the regional IPF amounted to $21,700,000 (after a 30 per cent reduction). Even with $6,696,000 carried forward from the previous cycle, after accounting for programme delivery and previous commitments for the period 1992-1994, in May 1995, only $2,026,000 was left for programming. Several ongoing projects in the programme were funded through cost-sharing of $8,700,000 by Arab regional institutions (i.e., Arab Fund for Economic and Social Development (AFESD), the Arab Gulf Programme for the United Nations Development Organizations, the Arab Maghreb Union and the Arab Labour Organization). AFESD and the Arab Trade Financing Programme also saw a possibility of matching UNDP inputs in the new programmes envisaged for the third regional programme. Even with this cost-sharing, from the financial point of view, the period until 1996 will see only relatively small, well-targeted investments programmed with the intention of their full development in future.

4. Since November 1994, the management of the regional programme has been decentralized to the field, with the intention of eventually retaining only regional programming and fund management at the bureau level at headquarters. The new system was introduced in the case of 16 projects, with 6 of them scheduled to conclude in 1995. Also in November 1994, RBAS conducted a briefing/training workshop for the national officers responsible for regional projects in the country offices charged with new responsibilities under the decentralized management system. Judging by the first seven months of operation, the decentralization brought tangible benefits to the way in which the regional programme is being run. With better monitoring of the project activities and quicker reaction to problems, the effectiveness of the whole programme is growing. The projects are also moving in the direction of involving all the beneficiary countries in their management structures.

5. All of the three new programmes envisaged for the third regional programme are at different stages of implementation. The development of the regional sustainable human development programme provided an interesting opportunity to establish firm linkages with the initiatives undertaken by 11 countries in the region to prepare country Human Development Reports. A May 1995 workshop, held in Cairo, Egypt, brought together the key persons who would be involved in the preparation of the country Human Development Reports. The workshop reviewed the methodology for preparing the reports on the basis of the experience of Egypt in building partnerships around production of the report and follow-up activities. A series of studies financed by the programme will enrich the region's understanding of sustainable human development and its methodology. It is hoped that they will lead to formulation of a longer-term programme in support of sustainable livelihood in the region. With regard to the economic integration and trade programme, a series of workshops concentrated on consequences of the

Uruguay Round for the region. The centrepiece of the programme, the Inter-Arab Trade Information Network, will continue to receive support from UNDP. A holistic approach to the trade issues of the region via a programme of support is being developed by the United Nations Conference on Trade and Development. In a separate development, RBAS joined with traditional partners, namely the World Bank, the European Union and the European Investment Bank, in expanding the Mediterranean environment technical assistance programme (METAP).

6. There is a strong possibility that all three new programmes in the third regional programme will continue into the next programming period. The excellent experience of environmental cooperation in the Mediterranean basin can be expanded to other parts of the Middle East. There is a growing interest among the member States in the region in the issues of a service-oriented public sector. While programming for the future, RBAS will try to forge links with the country programmes at the programming stage, by shaping the nature of the regional interventions at the same time as countries are developing a national portfolio of interventions in a given area. This approach already has been introduced in the ongoing programming exercise for the continuation of METAP.

7. In the framework of the third regional programme, RBAS has continued close cooperation with the Economic and Social Commission for Western Asia (ESCWA). UNDP co-sponsored with ESCWA the regional preparatory meetings for the World Summit for Social Development and the Fourth World Conference on Women. ESCWA is the executing agency for the sustainable human development programme. Cooperation with ESCWA as well as with the League of Arab States and many other Arab institutions remains important for the viability of the regional initiatives undertaken by UNDP.

Annex

FINANCIAL SUMMARY

I. RESOURCES

		$	$
A.	Resources available for country programme period		
	IPF a/	16 265 000 a/	
	Estimated cost-sharing	11 240 000	
	Total		27 505 000
B.	Commitments		
	Approved programmes/project budgets b/		
	Approved and allocated IPF	14 239 000	
	Approved and unallocated IPF	-	
			14 239 000
	Approved and allocated cost-sharing	6 240 000	
	Approved and unallocated cost-sharing	-	
			6 240 000
	Pipeline programmes/projects		
	IPF	3 170 000	
	Cost-sharing	5 000 000	
			8 170 000
	Total		28 649 000
C.	Balance of resources available for further programming		
	IPF		(1 144)
	Cost-sharing		-
	Balance of resources available		(1 144)

a/ Inclusive of carry-over or borrowing from the fourth cycle. Pro rata adjustments to fifth-cycle and sixth-cycle IPFs (assumed to be the same as fifth-cycle IPF), based on the country programme period.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau Project Appraisal Committee for which there exist detailed, signed project documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(In thousands of United States dollars)

Area of concentration	IPF		Cost-sharing		Total		Percentage of total	
	(P) a/	(A)	(P)	(A)	(P)	(A)	(P)	(A)
SHD	1 000	1 000	1 000	1 000	2 000	2 000	6.2	7.0
Trade	1 300	1 000	1 300	1 000	2 600	2 000	8.1	7.0
Energy	1 000	1 000	3 000	3 000	4 000	4 000	12.5	14.0
Other	11 721	15 553 c/	3 500	6 240	15 221	21 793	47.5	76.0
Unprogrammed Reserve	8 246 b/	(1 144)	-	-	8 246	(1 144)	25.7	(4.0)
Total	23 267	17 409	8 800	11 240	32 067	28 649	100.0	100.0

a/ (P) reflects figures as per the "Third intercountry programme for the Arab States" (DP/RAB/3), dated 18 April 1994.

b/ Represents an unprogrammed reserve of 25.7 per cent of the original fifth-cycle IPF.

c/ Represents all IPF commitments against the fifth-cycle resources.

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	At time of formulation of regional programme	At time of mid-term review
UNDP-administered funds	9 570 000	3 954 000
Other United Nations resources	850 000	850 000
Non-United Nations resources	1 850 000	1 850 000
Total	12 270 000	6 654 000